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STRENGTHENING DISASTER RECOVERY FOR THE NATION



Strengthening Disaster Recovery for the Nation

STAKEHOLDERS FORUM

New Orleans, LA

Time: November 4, 2009, Wednesday

Note: This product is provided as a general summary only, not a transcript of the discussion.



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



Table of Contents

Overview Of Stakeholder Forum Process.....	4
Participant Responses and Comments Captured Through Flip Chart Notes	
Defining Success.....	14
Best Practices	52
Roles, Responsibilities and Coordination.....	108



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Overview Of Stakeholder Forum Process

Format

Two (2) Stakeholder Forums were held in New Orleans: A morning and afternoon session. After a brief introduction participants were divided into nine (9) Breakout Groups for the morning session; nine (9) for the afternoon. They were asked to comment on 16 White House-prepared questions divided by theme:

- **DEFINING SUCCESS:** (Four (4) questions + *What else would you like us to know?*)
- **BEST PRACTICES:** (Six (6) questions + *What else would you like us to know?*)
- **ROLES + RESPONSIBILITIES + COORDINATION:** ("Five [5] questions + *What else would you like us to know?*)

At the end of the Breakout Session, a spokesperson for each group summarized their group's discussion to the General Assembly.

Invitation Process

Invitational participation for the Stakeholder Forums was similar to that of the VTCs. States were given the responsibility for inviting participants; however, greater encouragement was given to the States to include participation beyond Federal and State agencies and departments, to be more inclusive of those representing nonprofits, faith-based and private sectors, local governing authorities and others.

Goals + Results

- **Maximize participation.** The facilitation format offered every person an opportunity to contribute in a small group discussion.
 - **Result:** *Every participant had a chance to participate. All participants were offered an opportunity for additional input through the Web site.*
- **All questions addressed.**
 - **Result:** *While each question was not addressed by all participants, all questions were addressed by at least one (1) Breakout Group and usually more.*
- **Multiple perspectives represented in the conversation.**
 - **Results:** *Nonprofits, public sector representatives, etc, were called upon by Facilitators within individual Breakouts to ensure specific viewpoints were included in the conversation.*
- **A disaster recovery conversation occurred** (as opposed to response).



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- **Results:** A recovery conversation was encouraged by using the “setup” found in the Facilitators’ Narrative to frame the conversation. The State and city partners from one state, Housing and Urban Development (HUD) and FEMA senior leadership and Facilitator staff used “framing” comments in opening remarks. Breakout Group facilitators repeated “framing” comments within individual groups.



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NEW ORLEANS STAKEHOLDERS FORUM AGENDA

NOLA Stakeholder Forum
November 4, 2009, Wednesday

AM Session: 8:30 am – 12:00 pm (Central)
PM Session: 1:30 pm – 5:00 pm (Central)

8:10 am/1:10 pm – Registration (20 minutes before workshop)

8:30 am/1:30 pm – Welcome & Introduction of Workshop Sponsors (20 minutes)

1 Minute	Welcome Tony Russell, Acting Director, Louisiana Transitional Recovery Office
15 Minutes	Opening Remarks Ray Nagin, Mayor of New Orleans (PM Session) Paul Rainwater, Executive Director, Louisiana Recovery Authority Frederick Tombar, III, Senior Advisor to HUD Secretary Donovan Tracy Wareing, Counselor to the Secretary, DHS Beth Zimmerman, Asst. Administrator, Disaster Assistance Directorate, FEMA
4 Minutes	Facilitation Format/Instruction Transition to Breakout #1 Lead Facilitator

*Participants will be divided into 9 to 10 groups, with 3 to 4 groups assigned to Breakout Section #3 on the 2nd floor, and the remaining 6 groups divided equally into Breakout Sections #1 and #2 at the General Assembly room.

8:50 am/1:50 pm – Breakout Session #1 (45 minutes)

40 Minutes	Breakout Session #1
5 Minutes	Break/Transition to Breakout #2

9:35 am/2:35 pm – Breakout Session #2 (45 minutes)

40 Minutes	Breakout Session #2
5 Minutes	Break/Transition to Breakout #3

10:20 am/3:20 pm – Breakout Session #3 (50 minutes)

40 Minutes	Breakout Session #3
10 Minutes	Transition back to Group Forum

11:10 am/4:10 pm – Report Back and Next Steps (50 minutes)

45 Minutes	Report Back by Groups
2 Minutes	Summary/Next Steps
3 Minutes	Closing Remarks

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DEFINING SUCCESS



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Defining Success

EXECUTIVE SUMMARY

New Orleans participants defined success in two (2) areas: Success within the engagement of the recovery process and success in terms of recovery outcomes. If recovery is the goal, the questions are:

- *How is recovery defined?*
- *Once defined, what is the process to get there?*

The group represented a cross section of organizational affiliations but shared many of the same issues. Foremost among those is a need for clarity, cooperation, communication, flexibility and advance planning. Part of the need for planning, reflected in participant comments, is the importance of Federal program knowledge and recognition that current Federal programs are not efficiently designed to address the longer-term recovery needs for both communities and individuals have following a disaster..

Groups had varying ways to define recovery success and recognize it when it arrived. Response ranged from “a return to pre-disaster conditions” to “better than before,” having to do with “quality of place” and a restoration of “a vital community consisting of homes, neighborhoods and churches.” One participant said recovery is achieved when people are “willing to come back;” another said it is when “people forget they are ‘in’ recovery” and begin to “look to the future.” Almost everyone agreed that a definition of successful recoveries includes “more resilient communities, better able to withstand the next disaster.”

Although universal in their belief that recovery progresses in stages and Federal assistance is needed for longer periods of time to effectively address recovery needs, there is a wide variety of responses to what those phases are. Responses ranged from complex, multi-level phasing-schemes to the straightforward: Immediate, Short-Term, Long-Term and Close Out (when Federal support is no longer needed). Noting that milestones can be identified in planning but “become muddled” in



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events, participants also expressed a range of possible recovery milestones from the general (*Is it safe to return?*, public services are up and running, transportation systems are operational, the lending community is operational, schools have re-opened, etc.) to the more specific and measurable (the number of people who have returned, the number of people re-employed, a comparison of post-disaster tax revenue to pre-disaster levels, etc.). One participant said there are NO “clear” milestones in recovery.

EMERGING THEMES

Participants cite the need for communication, education and training across all sectors. Participants stress the need for pre-event planning for better preparation, measurable milestones, partnership development, and timely financial and resource support. Participants note that complex guidelines impact timely availability of recovery resources and execution of recovery programs and projects and suggest greater flexibility, lowest level decision-making authority by Federal agencies and a local presence from HUD.

Participants view the measures of success broadly. Participants agree that success is defined by local communities but participants identified recurring “success” themes that describe success as “back or better,” a return to “normal” or a “new normal,” the community’s return to “independence” and “self-sufficiency,” and “restoring a way of life and culture.”

Other themes that emerged through New Orleans Stakeholder Forum participant responses include:

- **Planning**
- **Timeliness**
- **Flexibility**
- **Coordination**
- **Communication**
- **Building Back Better**

Planning



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Participants focused in on the universal theme of planning. They believe its importance is underestimated. Participants wanted to see more public education about the significance of planning. They also realize that securing funding for pre-disaster planning is a challenge, but point out that it saves money in the long run. Many feel recovery success is tied directly to preparation and planning. Planning results in a vision for the community's post-disaster future and most groups agree that communities that have plans in place have a greater chance at recovery to pre-disaster levels and beyond. Most feel planning is important to identifying resources and gaps in services and strategies to reduce vulnerabilities that have a greater impact in a disaster situation. They want to see significant community engagement in the planning process pre- and post-disaster.

Timeliness

Participants feel one (1) of the biggest hurdles to recovery is the timeliness of delivery of funds and services. They say the lack of coordination between agencies slows down the dispensing of funds that snowballs into greater delays down the recovery timeline, impairing their ability to “get out front” of a disaster. They feel an important recovery metric is to measure how fast resources get to a community. They point out that the success of recovery aid is judged by those affected, in large part, by the timeliness of its delivery. They want to see centralized intake systems that streamline the application processes and centralized “clearing houses” for disaster information, resource directories and guides to accessing resources to help speed up the delivery of resources.

Flexibility

Participants advocated adding flexibility to programs and processes used in recovery to increase the chances of success. They voiced that flexibility in Federal guidelines, especially to deal with “out of the box” issues, helps speed recovery. They suggest that guides need to be well thought out. Another suggestion was that flexible rules like waiving the mandated 10 percent match required by the *Stafford Act* will make Federal assistance more affordable, facilitate access to resources and expedite recoveries. And innovative strategies and “direct” dollars are needed to address the needs of “cash-strapped” businesses and local governments in ways that facilitate and expedite individual and community recovery. Reimbursable funding models need to be rethought. Funding models need to facilitate access to immediate cash so that recoveries can begin.

Coordination



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Participants believe that coordination with nonprofits and the private sector is needed to ensure successful recoveries. They advocate building relationships pre-disaster, developing a resource inventory and identifying capacity issues. Many believe the key role of the Federal government is one of coordinator. It should function from a global standpoint and direct resources and aid where needed and best used. Another theme that came out during the meetings was a need to coordinate local, State, Tribal and Federal levels to work more closely with each other. There was also a strong desire to see better coordination of communications from the top down and bottom up and across program areas and stakeholder groups to reduce the opportunity for misinformation and eliminating the “no information” barrier to recovery.

Communications

Participants believe that the need for clear, effective, transparent and frequent communications at all levels of recovery authority is vital to the success or failure of a recovery. Resources need to be linked at critical points in time and all government and private sector agencies need to know who is doing what at what time during recovery. In addition to establishing communications links to the community, there needs to be clear communications lines horizontally and vertically between Federal, State, Tribal and local governments.

Building Back Better

Participants say recovery assistance needs to be “smart money” to help and improve lives. Participants expressed that building back to conditions that exceed pre-disaster conditions is optimal. Incorporating mitigation techniques into recovery strategies is a hallmark of successful recoveries. Improving resiliency: human, economic and environmental resiliency are desired outcomes. To achieve “building back better” requires a mobilization of experts to get more skilled operatives on the ground.

INNOVATIVE IDEAS

- Typically thought of as securing temporary and then permanent shelter, this group recast housing as an important economic driver. Participants noted several times that without housing there is no workforce. Without a workforce there is no economic stability. Without economic stability there is no recovery.



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- One participant notes the value of educational videos designed to ensure everyone has the same information.
- One-stop services, information and training were mentioned by a number of participants.. One-Stop Centers are suggested as centralized locations for all services and disaster recovery-related information and located in neighborhoods for ease of access.
- Centralized intake systems and single application processes for all services were noted by several participants.
- One participant suggests using a mathematical Geographic Information System (GIS) grid that crosses political boundaries, to help communities identify recovery priorities through a more universal perspective.
- Another participant suggests that the Federal government enter into pre-disaster contracts with the largest multiple housing source in the area so that excess inventory is already approved for transitional housing that might be needed immediately post-disaster.
- Empowering field decision-making and decision-making at the lowest level but closest contact to the community can expedite getting recovery resources to those who need them.



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Participant Responses

[NOTE: Comments are recorded by question by group so it is clear which groups responded to which questions.]

Success Q1 (Original Q1). How would you define a successful disaster recovery?

AM Session, Table 7

- Successful recoveries:
 - Provide information so people looking for assistance know how and where to find it.
 - Provide actual assistance.
 - Result in applicants who are happy and satisfied and have needs met.
 - Have visible and timely on-the-ground progress.
 - Result in businesses again providing services and goods.
 - Governments and people result in working in unison.
 - Leave no one behind. All have physical and social access to the community.
- Recovery stakeholders need to be educated (by FEMA) on the four (4) levels of participation involved in response and recovery: Citizens, local government, State government and Federal government. All four (4) are important participants in the process.

Information could be provided through one- (1), two- (2) and 12-minute videos so that everyone has the same information.

- Post-disaster and through recovery, all four (4) levels of participation (citizens, local government, State government and Federal government) need to know disaster impacts and community status regarding infrastructure, business and housing.
- Success is what is “fixed.” There needs to be a measurement tool. Knowing what is on the ground prior to a disaster helps communities know what needs to be “fixed” after a disaster.



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The Houston GIS grid system is a good resource for information about disaster impacts (*"What has happened?"*), progress (*"What is currently happening?"*) and completion (*"What is fixed?"*).

- Successful recoveries achieve "getting funds on the street", and have disaster-impacted individuals and businesses applying to recovery programs for assistance.

AM Session, Table 8

- Successful recoveries:
 - Return the community to its pre-disaster conditions or better.
 - Result in all community needs met equably.
 - Include infrastructure back, people back in their homes and there is economic viability. The question is, *"Do we have a functioning community?"*
 - Make schools a priority.



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AM Session, Table 9

- There is no success without funding. Funding must be available.
- FEMA acknowledges local processes but more emphasis needs to be given them.
- Authorities and “rules” need more flexibility to relax criteria where needed to expedite recovery.
- There is a need to distinguish between catastrophic and other disasters.
- Success is putting the “happy face” on the disaster worksheet (meaning worksheets are complete, approved and in line for funding).
- Successful recoveries result in:
 - Recovery dollars getting to the community.
 - Communities rebuilt as “safer, smarter and stronger” and having adequate resources to meet community needs.
- Families are back in their homes, businesses are stabilized and growing. Conditions are better than before.
- Pre-disaster planning that includes a vision for the community helps the community achieve its ideal, going beyond a “business as usual” approach.
- Plans help ensure that the community does not experience a “setback” as a result of the disaster.

PM Session, Table 7

- Successful recoveries result in:
 - A reduction of the community’s vulnerability.
 - Increased sustainability and resilience.
 - A means of communication among individuals, government and the private sector established.
 - Creation of a flexible, adaptable environment.
 - Educated applicants on processes.
- Success is recovery of disaster-impacted areas in a “reasonable” amount of time.
- Successful recoveries depend upon pre-disaster preparation.
- A success benchmark: “You know when a community is recovering when it begins to look to the future.”
- Recovery success depends on all levels of government and nonprofit and private sectors working together towards the same end, a unified goal.
- Successful recoveries include the ability to effectively address mental and physical needs.
- Preparation and response dictate how successful a recovery will be.

PM Session, Table 8

- Successful recoveries achieve community-specific and previously set goals and expectations.
- Success is when:
 - The economy is going beyond recovery, when “critical mass” is achieved and the economy is again robust.
 - There is a return to pre-event economic status.
 - The community is no longer dependant on Federal funding.
 - People are in long-term housing.
- Successful recoveries use the recovery plan to assess and revise and update constantly.



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PM Session, Table 9

- Successful recoveries:
 - Get assistance to people quickly.
 - Are when the whole community is back to normal and all community members are again able to participate in community life.
- Recovery plans define the difference between what is the previous state of the community versus the vision for the community as a better place post-disaster.
- Successful recoveries:
 - Go beyond the minimum.
 - Address the recovery and rebuilding issues holistically.
 - Build for the future and allow for innovation.

AM Session, Group A1

- Successful recoveries result in:
 - In community conditions that are “better than before.”
 - Stabilized housing, infrastructure, economy and populations.
 - Financial resiliency having been achieved.
 - Debt that is sustainable and manageable (not too high).
 - Better preparedness for the next disaster at all levels of the community (families, government and institutions).
- Better recovery requires better planning on the front end.
- Measureable criteria need to be established for assessing preparedness.
 - The definition will vary by topic and issue.

Achieving recovery requires flexibility in Federal guidelines, especially to effectively deal with “out of the box” issues. Guidelines need to be well thought out.

- For successful recovery and rebuilding to occur, government needs to demonstrate to the public that it can govern. Government must have the confidence and trust of the public for successful recovery.
- Recent FEMA demonstration projects have shown that engaging the community before disaster strikes and involving the community in planning what happens during and post-disaster creates trust and better response and recovery planning.
- Decisions are best made at the lowest level possible.
- Recovery programs must be completed timely. The timeline depends on:
 - The magnitude of the disaster.
 - Coordination requirements.
 - Sophistication of involved government agencies.
 - Available funding and resources.
 - Complexity of Federal guidelines (which are controlled by Congress and elected officials).

AM Session, Group A2

- Successful recoveries go beyond returning the community to business-as-usual:
 - Communities function better, in a more inclusive way.
 - The community is better prepared for the next disaster.
 - New networks and partnerships have been formed and continue to be in place.



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- Establishing a clear success criteria is difficult. After the disaster hits, the socioeconomic conditions change.
 - Phases and metrics have to be identified to show incremental success.
 - Local communities have to define success, based in reality — and perhaps redefine its perception of success.
 - Services and facilities may need to change to reflect changed conditions.
- Success should be approached in phases and progressive steps.
- There has to be a thorough process involving the local community and associations for the identification of critical paths and priorities, which will change in successive phases.
 - Basic needs for homes and businesses must be addressed.
 - Lessons learned must be addressed and reflected in planning for the next disaster.
- Success happens when:
 - Local government is functioning and can provide security.
 - This is more difficult outside of urban centers.
 - Individual survivors receive the attention they need, in a cost-effective manner and with respect.

AM Session, Group A3

- Success is marked by:
 - The completion of the closeout process.
 - The population and tax base are regained.
 - Individuals are no longer dependent on Federal subsidies.
- Successful recoveries have been achieved when 95 percent of the people who want to come home are able to do so. For this to occur there must be:
 - Open schools, jobs, affordable housing and operational infrastructure.
 - A sense of community and the return of civic and cultural functions.
- The questions become:
 - *How do we know when all people who want to come back do so?*
 - *Does recovery necessarily mean that people are given everything that they want?*
- The definition of success has to focus on the people and support framework.
- Rebuilding safer and stronger makes housing reconstruction more expensive, which affects recovery success.

PM Session, Group A1

- Successful recovery occurs when individuals and communities are made whole and FEMA leaves.
 - “Made whole” can be defined by the pre-event condition, current standards or an improved state.
- Human recovery is an essential component of overall successful recovery.
- Experiences with home repairs in one particular state have shown that accomplishing successful storm-related repairs often requires repairing non-storm-related structural problems in order to make the home safe and whole.
- Case management that does not provide direct dollars is not effective.
- Successful recovery occurs when systems are in place to support local organizations.
- A central coordinating agency for human services is needed for full recovery once people are in housing.



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- A needs assessment is critical, for the community and for individuals, in order to evaluate recovery progress and determine if recovery has been achieved.
- Success is achieved when everyone who wants to return can return.
 - A tracking system for people in “diasporas” is needed. To facilitate the development of a tracking system, individuals should sign Release of Information (ROI) so the State can access data.
 - Housing and services must be available to support returning residents.
- Success is time-dependent and needs to happen faster than it does currently.
- There should be a single intake for funding assistances.
- Recovery occurs when the State can function without Federal/FEMA assistance.
- Recovery is achieved when FEMA can easily leave and programs are easily transitioned to the States.

PM Session, Group A2

- Recovery success is achieved when people return to pre-disaster status, with the same things they had before (such as car[s] and homes).
- Everyone who wants to return can return and achieve “normalcy.” (However, “normalcy” may not necessarily reflect the way the community was before the disaster. The community may have a “new” normal.)
- Markers for successful recoveries include:
 - Adequate services again available.
 - The road to a person’s house is drivable, school enrollment reaches pre-disaster levels, healthcare is available and the tax base rebounds.
 - Flood control is improved and wetlands are rebuilt.
 - Safety; Communities are once again safe to live in.
 - Major infrastructure is back in place.
- Successful recovery happens when all affected populations have had input.
- The impacts on communities that host displaced populations need to be assessed.

PM Session, Group A3

- Successful recovery is defined as the return to “normal,” with essential services restored, a functioning government, reopened schools and repaired homes.
- Indicators of recovery are:
 - When people stop attributing issues to the disaster and see them as part of “normal” life.
 - The remediation of damaged facilities is completed.
 - Primary lines of defense are rebuilt.
- Recovery will be achieved when “we feel like we are part of the United States again.”
- The return of a region’s gross domestic product to pre-event levels shows successful recovery.
- Recovery occurs when fiscal equilibrium is reached without dependencies on outside funds.
- Re-establishment of the public’s sense of safety and security is a critical component of successful recovery.

AM Session, Table 4

- Successful recovery:



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- Depends on the individual or family perspective.
- Could be defined as achieving parity after a disaster within a specified timeframe.
- Should result in an improved state of the community after the disaster.
- A community may be better or different after a disaster as a measure of resilience.

AM Session, Table 5

- Successful recovery:
 - Means restoring people, places and things (such as businesses) to pre-disaster levels and eliminating barriers to “full” recovery.
 - Is when people, jobs and businesses have returned and the previous way of life has been sustained.
 - Can also include new businesses and economic development.
 - Also means when ALL segments of the community (particularly those with the least resources) believe their lives have been restored (or even improved) to a pre-disaster state.
- Successful disaster recovery could be different or better — it depends on the community.
- Successful recovery must be defined by the local community.
- Expediting and restoring people, homes, the local economy and basic infrastructure and services are all measures of successful recovery.
- Restoring the way of life and culture is critical — food, arts, music, festivals, shrimping and other commercial fishing, etc. This is especially true for communities that have a unique culture and way of life.
- Simply bringing people back to a community if they do not continue the culture and way of life and do not include the people displaced who are originally from the community may not be true recovery.
- Successful recovery requires involvement of faith-based communities to connect people to people.

AM Session, Table 6

- Successful recovery means:
 - Restoring critical infrastructure and services.
 - People returning to their homes (which is critical).
 - Placing communities in a better position to recover in the future.
- Restoration of the pre-disaster tax base is an important defining measure.
- Success means effectively moving through the following phases of:
 - Response.
 - Recovery.
 - Rebuilding.
 - Sustainable “exit” strategies (for when recovery is complete).
 - Reflecting on lessons learned during the recovery.
 - Preparing a comprehensive strategy or plan to prepare responses to future disasters.
- The comprehensive plan needs to have milestones to measure achievements.
- Coordinated communication is essential to successful recovery.

PM Session, Table 4

- Successful recovery:



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- Means returning to the previous quality of life.
 - Can be defined by restoration and sustainment of local resources (buildings, medical facilities, mental health system, infrastructure, housing, transportation, etc.).
 - All aspects of public safety and security are restored.
- Part of successful recovery is when people have returned to their community.
- Restoration of jobs is part of successful recovery.
- Communities that have successfully recovered have improved preventive maintenance (e.g., levees) to mitigate the effects of the next disaster.
- Recovery needs to transition into effective disaster mitigation, which requires funding that is not currently available in all cases.
- The restoration of basic businesses and services needed for everyday life is essential for recovery (including schools and recreation).
- Environmental restoration is part of successful recovery.
- Successful recovery requires:
 - Really good communication among all participants — Federal, State, local and private sector.
 - Measurable production and outcomes.

PM Session, Table 1

- Milestones to recovery include:
 - The restoration of key infrastructure and a complete damage assessment.
 - The completion of a comprehensive plan for recovery that defines benchmarks for success and includes a clear vision for recovery. The needs and wants of citizens and their buy-in to the recovery plan is critical.
- It is difficult to define exactly when response to a disaster ends and recovery begins. However, restoring public safety and key infrastructure are critical for recovery. A percentage benchmark for restoration could be used.

PM Session, Table 6

- One (1) measure of a successful recovery is how much funding FEMA has NOT de-obligated. In the short-term, communities need to be able to secure as much funding as they can for recovery and to get projects built quickly so that funds do not have to be returned.
- Sometimes successful disaster recovery means achieving the “new normal,” which a community needs to define for itself.
- Another measure of success is when citizens are restored to a higher level of self-sufficiency within an acceptable time frame (i.e., better-educated, insured, prepared).
- The rate at which the citizenry has returned is also a measure of success.
- In the near-term of recovery, restoring a sense of community is critical, including important infrastructure, housing and services.
- Success also means RETAINING people — after a major disaster, many people will return to a community only to leave again due to the challenges of long-term recovery and the regulations. When there is a beacon of hope because individuals have been helped through the maze of regulations and forms, recovery begins to feel like a success.
- Successful recovery requires pre-planning to ensure a return of businesses and services needed for everyday life (e.g., grocery stores and schools).



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- There needs to be a community plan with measures defining success. Hazard mitigation planning could be a mechanism for long-term disaster recovery planning and mitigation.
- It is hard to define success when remnants of the disaster are still present (such as debris and buildings damaged beyond repair).

PM Session, Table 1

- Definitions of a successful recovery include:
 - When the area of build-back is as good or better than before and occurs as quickly as possible.
 - When money and resources flow in a timely manner and are used wisely.
 - When people can find adequate housing in a uniform manner.
- Success involves learning from previous mistakes and applying those lessons to future disasters.
- Success requires equity in recovery — ALL segments of the community need to recover to the same level.
- Successful recovery also involves the restoration of:
 - Businesses and the local tax base to pre-disaster levels.
 - Tourism, local culture, the local revenue base and the social service and infrastructure networks.

PM Session 2, Group 4 (Headquarters Support)

- Successful recovery result in:
 - Restoration of the quality of life people had before the disaster.
 - Meeting the needs of people with disabilities, medical issues, language accessibility challenges, housing and transportation needs and mental health support.
 - Re-populating the community.
 - Sustained change.
 - Restoration of jobs.
 - Schools reopened.
 - Security restored.
 - Preventive maintenance and measures, mitigation initiatives and evacuation preparation embedded in the community ongoing decision making.
- During a disaster and the following recovery period there are minimal medical resources available for people who need medical care and medicines.
- A particular community still (four [4] years later) has no grocery store. It is taking a long time to get businesses up and running.
- Level of cooperation between Federal, State and local authorities has been good; there has been no appearances of communications disconnects or groups working at cross-purposes.
- Success can be defined in part, by:
 - Continuing relationships and ongoing communications with recovery partners and stakeholders.
 - The presence of security to ensure public safety.
 - The inimical presence of people who take advantage of others (e.g. bad contractors).

Additional Comments

- Successful recoveries result in communities better than before the disaster. Improvements are seen in:



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- Housing code development and enforcement.
 - Improved infrastructure development.
- Other indicators of successful recoveries include:
 - The economy coming back online.
 - Returning populations.
 - Financial resilience at the individual- and community-level re-established.
 - Jurisdictions are not so in debt that it cannot continue community growth. The debt load needs to be manageable.
 - Communities better prepared for the next disaster.
- Progress in recovery can be measured by evaluating the degree to which families and institutions are prepared to face the next disaster.
- Small communities and small organizations need to consider:
 - Have lessons learned been integrated into the recovery?
 - What is better? (This is a subjective definition.)
 - This needs to be defined through the recovery process.
- Better planning is needed on the front end.
- Communities need to avoid being “shoved” into a recovery mode because programs are designed a certain way. Programs need to allow more flexibility so that they “fit” recovery, as opposed to having the recovery “fit” the programs.
- Well-thought out catastrophic disaster guidelines are needed for recovery:
 - To demonstrate to the populace that governance can govern.
 - To build trust and confidence of the populace.
 - To generate momentum.
- Local governing authorities, State authorities and citizens need the ability to execute guidelines.
- How is confidence and trust built?
 - FEMA has funded demonstration projects around the country, bringing together faith-based, community and government in one particular state. The project shows that if people are brought together prior to the disaster, folks end up having a lot more confidence in post-disaster decisions. There is a report on lessons learned from this experience.
- Recovery activities must be done in a “timely” fashion.
 - Defining timely can depend on the magnitude, coordination requirements and sophistication of the government and agencies that are affected. State government may be more “sophisticated” than the local government.
- If Congress continues to put complex guidelines on funding, it will continue to have a negative impact on the timely execution of recovery-related programs.
- Preparation helps reduce lag time for recovery.
- Local, State and Federal decisions are made best at the lowest level possible — the closest to the point of contact (or “ground zero”).



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Success Q2 (Original Q2). Are there clear phases in the disaster recovery process that are useful milestones?

AM Session, Table 7

- Recovery milestones include:
 - General services again available (sewer, water, power, utilities).
 - Damages identified and plans developed to address the damages quickly.
 - Money and recovery resources are out quickly.
 - Businesses are back to normal.
 - Citizens having what they need to exist.
 - Clean up assistance has been provided.
 - Infrastructure is back up.

AM Session, Table 8

- Planning and assessment are the first phases of recovery, followed by the creation of an action plan.
- Processing of funds quickly is important to achieving recovery.
- When considering phases, there needs to be fluidity and phases need to be “customizable” to reflect different needs due to different types of disaster and/or the community’s ability to respond.
- There are three (3) phases to recovery:
 - Basic infrastructure is back (water, sewer, roads, electricity).
 - Economic infrastructure is back (businesses, grocery stores, banks).
 - Community infrastructure is restored (schools, fire departments, hospitals).
- Recovery milestones include:
 - Population back to the same number of residents pre-disaster.
 - Workforce return.
 - “All ages and stages return.”
 - Completion of clean up.

AM Session, Table 9

- Phases of recovery address three (3) stages of activity: Immediate, short-term, long-term.
- Phases are defined, in part, by how recovery resources “flow.”
- An important milestone in recovery is when adequate temporary housing and facilities are available.
- First phase of recovery is to assess damages and the community’s ability to respond.
- An outcome of recovery is a return to stability.
- A phase of recovery is when congressional allocations are made and when recovery planning begins.
- Another phase is when construction begins.

PM Session, Table 7

- Recovery milestones include:
 - Establishing housing for volunteers.
 - Periodic assessments.



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- Rebuilt and reestablished infrastructure, public services, food and supply chains (grocery stores, etc.).

PM Session, Table 8

- Two (2) important recovery milestones are when people and businesses return and schools are open.
- Recovery milestones should focus on basic services before everything else.

PM Session, Table 9

- An appropriate and important recovery metric is to measure how fast resources get to a community.
 - Quick response enables more funding.
- People need to know when response ends and recovery begins.
- Restoration of utilities and safety (no curfews) is a good measure of success.
- First phase of recovery starts after basic needs are met.
- Phase 1 should be goal setting and planning.
- Services should be provided equally to all areas.
- Successful recoveries result in a renewed access for everyone to money, financial and other services.

AM Session, Group A1

- Evacuation and return phases are part of the recovery process.
- The recovery process needs to be humane, safe and provide for availability of services.
- Milestones can be identified in planning but they can become muddled in events, when things inevitably change post-disaster.
 - Setting well-defined milestones might be more appropriate for the response phase.
- Setting milestones requires leadership.
- As the response phase is concluding, more effective, customized milestones for recovery can be established.
- Milestones should span from temporary to permanent needs.
- There may be no clear phases in the recovery process — they are likely different for each situation.

AM Session, Group A2

- Recovery milestones include:
 - Public services are up and running.
 - Basic needs are fulfilled.
 - Transportation systems are operational.
 - The lending community is operational.
 - Resiliency has been achieved.
- Significant phases are:
 - Moving individuals and families from shelters to temporary housing.
 - Moving individuals and families, again, from temporary to permanent housing.
- Completion of government-funded projects is another phase.
- The phases should also include establishment of a framework for continued cooperation and partnerships.



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- HUD compliance on grants is another phase in recovery.
 - Better communication is needed to address compliance challenges.
 - Local HUD presence would be helpful.

AM Session, Group A3

- An important milestone is the elimination of the need for temporary housing, public facilities and infrastructure (such as temporary schools and temporary pump houses).
- The approach is sometimes to jump from emergency needs to permanent needs, rather than clearly addressing temporary/transitional needs.
 - The first phase should focus on the assessment of damages and identification needs.
 - This process should be done in consultation with the community, including identification of programs, implementation strategies and transitional needs.
- Recovery should include the following phases for all public facilities, public services and housing: Emergency, temporary, transitional and permanent.

PM Session, Group A1

- One (1) important early phase is the assessment of damage and needs, for people and facilities and then identification of emergency repairs necessary to prevent further damage.
 - These steps are important for insurance companies.
- Another important early phase is the identification of funding amounts: *How much is available for recovery programs?*
- Completion and implementation of programs is a later phase in the recovery process.
- Communities need disaster plans before disasters strike.
- All of the phases of recovery are not linear; sometimes they are circular.
- National Voluntary Organization Active in Disaster (NVOAD) has outlined recovery phases.
- Response efforts for individuals sometimes need to happen repeatedly as their situations change and overlap into the recovery phase.

PM Session, Group A2

- An important phase is defined as transitioning people from temporary to permanent housing.
- Initiation of rebuilding and reconstruction is a milestone.
- Utilities and services are restored.
- Operational higher education and schools is another milestone.
 - In one impacted neighborhood, students were transported to the local school to encourage the return of families.
- The return of people to their homes defines a recovery milestone.
- The return of commerce defines a recovery milestone.
- An important early phase is to secure funding.
- Defining milestones should include recognizing and assessing demographic changes.
- The influx of volunteers could be considered a phase or milestone in recovery.

PM Session, Group A3

- The creation and launch of a master development plan are important phases. Others include the launch of homeowner rebuilding programs and initiation of two (2) to three (3) key development projects.



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- The reopening of health and higher education facilities and public infrastructure are milestones.
- The first opening of a company in the affected area could be used as an economic metric.
- An important milestone is the completion of hurricane protection systems that allow for participation in FEMA flood insurance.

PM Session, Table 6

- Phases include:
 - Damage assessments.
 - Re-entry into the community.
 - Designs for rebuilding. (Recovery cannot move forward to other phases until designs for rebuilding and restoration has been completed.)
 - Contracting.
 - Construction and rebuilding.
 - Reconstitution of the community.
 - Closeout.
- The community defines recovery phases differently than public agencies. Milestones are based on the restoration of basic services, housing and businesses, not so much the technical phases that public agencies may use.
- Restoration of the employment and tax base are important milestones. Working with local businesses is essential to restoring the community and determining what the community needs.
- Restoring the local economy may not mean restoring the businesses that existed before a disaster. Of particular importance is restoring critical industries that represent the backbone of the local economy and the infrastructure these industries need.
- Restoring services, particularly the healthcare system, is vital.

AM Session, Table 4

- The first phase of recovery is when everyone is safe.
 - This could also be a long-term recovery measure.
- One (1) post-disaster phase is the restoration of essential utilities, medical care, schools, security and other key services.
- There needs to be a tie-in to all service providers to know when recovery begins.
- Another post-disaster phase is when the community's basic needs and economy are stabilized and restored (such as food and supply chains [e.g. grocery stores reopened]).
- Defining phases is linked to defining the time frame for recovery.
- The phases of recovery (and milestones against which to measure progress throughout each phase) can be defined through the preparation of a long-term comprehensive or strategic recovery plan (regional and local). Without such a plan, it is difficult to define the phases in a manner relevant to the community.
- Numerical measures — such as when 87 percent of the local tax base is restored — could be part of defining phases.
- Identifying leading economic indicators before and after an event can be an appropriate metric for measuring recovery success.
- Phases of recovery of specific infrastructure and services could be defined by recovery master plans for individual service providers (such as local school districts).



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- The phases of recovery may not always be so clear — although there could be a general sense of sequencing, phases may overlap.
- Recovery phases are relative to the type of disaster and its effects.
- Government agencies may define phases of recovery and milestones differently than the private sector — goals and priorities between these two (2) sectors may also be different
- A comprehensive recovery plan needs to be flexible, as the phases may unfold differently in different communities and different disaster events.
- Repopulation and return of the workforce are possible milestones for recovery.
- Public and private agencies need to first decide how they are going to define the recovery phases and the milestones for measuring progress during each phase.

AM Session, Table 5

- An important milestone is when people can return to the community. This provides hope and empowerment.
- The first phase toward long-term recovery is when an official disaster declaration has been made, starting the process of obtaining funding and other resources needed for long-term recovery.
- Another phase of recovery is connecting people to resources and accurate information so that they can begin the process of individual recovery.
- Milestones are related to restoring vital infrastructure and services (water, sewer, electricity, health services, etc.).
- People need to be secure and safe. A first phase toward long-term recovery — the return of people and businesses to a community — is predicated on security and safety.
- If done in the correct order and coordinated, the return of people and economic activity follows the establishment of a secure and safe environment.

AM Session, Table 6

- Recovery cannot begin until the response phase has been successfully completed, including providing safe places for people (and pets) to return and debris removal.
- There needs to be both vertical resource integration and horizontal flow of phases for successful recovery.
- Resources need to be linked at critical points in time and all government and private sector agencies need to know who is doing what at what time during the recovery process.
- Establishment of a case management system needs to occur at an early phase.
- There needs to be continuity between the phases to assure successful recovery.
- Phases for disaster recovery include:
 - Assessment. (Taking stock of people, buildings, businesses and infrastructure.)
 - Rebuilding. (Procuring bids, beginning reconstruction, completing rebuilding process.)
 - Pre-positioning for the next disaster. (Agencies at all levels meet to identify lessons learned and build future decision making and actions on those lessons.)
 - Implementing lessons learned and preparing a recovery response plan before the next disaster.
 - “Close-out.”



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- Testing the plan to make sure it works and creating a transition team of Federal, State and local officials (public and private sector) to monitor implementation of the plan.

PM Session, Table 4

- One (1) milestone is the restoration of basic services (such as trash, water, electricity and municipal operations).
- The number of people returning to the community is another milestone.
- An important milestone early in the recovery process is the ability to obtain adequate funding and the amount of funding for recovery assistance for individuals, businesses and the community at-large upon the return of people displaced by a disaster.
- Quantifiable milestones are important, such as the availability of jobs (for example, when 60 percent of pre-disaster jobs have returned).
- Important milestones include:
 - The restoration of housing and services (including individual services such as health/mental health) for those returning to the community.
 - When a community can effectively overcome and successfully maneuver through red tape on the way to recovery.
 - The amount of insurance payments.
- Among the phases of long-term recovery are:
 - Temporary facilities are up and running (including temporary or transitional housing).
 - Design for rebuilding (including planned improvements beyond pre-disaster levels).
 - Rebuilding (which requires agreement between government agencies and property owners and participation by private nonprofit and local volunteer organizations).
 - Self-sufficiency (government, nonprofits and individuals) so that outside assistance is no longer needed — personal responsibility for recovery is important in this respect.
 - Return to “normal” as defined by the community (which could mean being better than before).
- Mechanisms need to be in place to ensure that planning for the next disaster occurs.

PM Session, Group 4 (Headquarters Support)

- Milestones in recovery are:
 - Temporary restoration of municipal services.
 - Restoration of government operations.
 - People returning.
 - The ability of the community and individuals to attain recovery funding.
 - 60 percent of jobs are back, possibly based on population.
 - Schools and hospitals reopening.
 - Achieving project implementation.
 - A reduction in dependence on governmental assistance.
- Milestones for the State are:
 - Approval of the *Disaster Supplemental*.



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- Distribution of *Disaster Supplemental* funds to the State, individuals and communities.
- Recovery rebuilding occurs in phases:
 - Implement temporary solutions.
 - Begin design for permanent rebuilding solutions and facilities.
 - Obtain grant funds.
 - Construction.
- The availability of housing is a recovery milestone.
- Non-governmental organizations (NGOs) may need grants and help getting back on their feet. In Katrina, this did not happen quickly enough.
- Challenges to recovery include:
 - Insurance carriers.
 - Private property rights.
 - Linking rebuilding with comprehensive plans and zoning ordinances to ensure sound land use and other planning.
 - The need to build to current modern standards when funding resources often only pay for rebuilding to pre-disaster conditions.
- The final phase of recovery is achieving self-sufficiency.

Additional Comments

- There are NO *clear* milestones in recovery. Milestones and events are sometimes “muddled” at best.
- Recovery occurs in phases and is defined by activities. For example, the evacuation and return home phase is an activity-based milestone.
- Phases can be defined by how they are managed. For example, A HUMANE evacuation and return means something different than just “evacuation and return.”
- Key milestone questions include:
 - *When is it safe to return?*
 - *Are key services there?*
 - Communities are typically upset when there are no lights or water and they want to return.
- An important milestone is the shift from response to recovery.
- Leadership is needed at the recovery phase to set the tone of recovery.
- Recovery phases could be: Assessment phase, re-establishment of public facilities phase, transition to a semi-permanent or permanent government and public facilities phase.
 - Once communities go into recovery they need to “really” assess direction and focus and articulate action steps (to know what they “are going to do”).
 - They need to assess “how to get back:” *What does the future look like?*
 - Following the assessment, public facilities are re-established in a temporary way; followed by a transition to semi-permanent or permanent government and public facilities.



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Success Q3 (Original Q3). What features of Federal disaster recovery assistance are most important to you?

AM Session, Table 7

- Community Development Block Grant (CDBG) money needs to be sent local communities and not the State so there are no delays or bottlenecks so money can get to people in need quickly.
- Better housing assistance is needed. Trailers are not a good idea. Housing needs to be provided on a local and regional level. If there are available apartments in a nearby city, they should be used to house residents who have lost their homes. This should be addressed in the housing plan.
- Red Cross supplies need to be coordinated with the Federal government.
- All information needs to be coordinated and a plan created before the event.
- Create a one-stop center for all services and information per each neighborhood in a disaster area. This center could provide workshops on topics like choosing a contractor or dealing with mold. A location should be chosen before the disaster.
- Partnership with the largest housing buildings are developed and they are under contract with the Federal government so they are already approved to build so the replacement of housing stock can occur quickly when needed.
- Mutual aid agreements are in place.
- Do not forget local builders.
- A recovery milestone is when local businesses are thriving.

AM Session, Table 8

- Important existing features of Federal assistance (and to advancing recovery) include:
 - Assistance in getting infrastructure repaired and back into place.
 - The ability to coordinate and facilitate responsive and well-coordinated recovery discussions with local representatives.
 - Input, guidance and experience from the Federal government, and using as models for current and future disaster recovery efforts.
 - Existing disaster response organizational matrix.
 - Funding, both appropriate and flexible.
- Important new features participants would like to see include providing for a “Disaster Recovery Block Grant” so funding can be reoriented in a new way.

AM Session, Table 9

- An enhanced feature of Federal assistance should be partnerships and coordination between local, Federal and State agencies to share information and resources. These include:
 - Getting the right players to the table.
 - Creating equitable policy.
 - Ensuring follow-through with partnerships is maintained from plan to implementation.
- The ability to assist the State and local communities recovering from a disaster is an important feature of Federal support.



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- Federal assistance staff provides collective recovery experience. Applying lessons learned is important. There needs to be a way to provide general disaster guidance and make knowledge portable for use in disaster-struck areas.
- Policies and regulations need to be dynamic.

PM Session, Table 7

- *This group did not have time to respond to this question.*

PM Session, Table 8

- Entrusting Federal assistance funding to case managers will expedite connecting resources to individual needs.
- Use the existing established hierarchy to direct assistance, creating a single source command.
- The Federal government should empower field decision-making at the point of contact and provide a framework of accountability.
- To expedite recovery and empower self-reliance, individuals should be required to provide personal recovery plans as an eligibility qualifier for accepting recovery funding.
- Recovery assistance needs to adapt to individual needs.
- There needs to be communication and transparency from the Federal government and between all levels of authority and the community.
- A successful model for providing assistance is the appropriation of FEMA funds through the Increased Cost of Compliance (ICC) process.
- The State should coordinate the funding from the Federal government.
- 406 mitigation is important and mitigation education is important.
- Funding needs to be expedited; there is too much delay in getting funding.
- Federal assistance providers need to be creative in how we help people. For example, we need to think about ways to go beyond just providing a way to get into existing housing and make efforts to provide ways to build new housing.
- Federal assistance providers need to consider that disaster-impacted individuals may need expanded unemployment benefits.
- A centralized “clearing house” needs to be established to provide ongoing recovery information and directories to guide access to recovery resources.
- “All parts” of the community must be back in place for a full, successful recovery.
- Everyone — citizens, local authorities, State and Federal resources providers, nonprofits, the private sector and other NGOs — need to know what their role in recovery is.

PM Session, Table 9

- Funding for case management needs to be authorized in the *Stafford Act* and money needs to be given directly to individuals through working with HUD and Health and Human Services (HHS).
- There needs to be a coordinated Federal response.
- Flexible rules (for example, waiving the 10 percent match mandated by the *Stafford Act*) will make Federal assistance more effective, facilitating access to resources, expediting recoveries and providing opportunities for more effective and efficient recovery.



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- Assistance needs to provide direct funding and advancements rather than reimbursements. Reimbursement funding models are a challenge for cash-strapped local governments and individuals
- The IA cap affects the speed of recovery.
- There needs to be a political will to be flexible. Goals should be outcomes-focused: “Our goal is recovery. *What’s the best way to get there?*”
- Mental health support in the disaster environment is critical. Better coordination is needed with HHS crisis counseling. Mental health is tied to recovery.
- Quick recovery responsiveness creates hope for people.

AM Session, Group A1

- Clear lines of communication, accountability and funding are very important in the recovery environment.
- Financial assistance needs to be “smart money” to really help and improve people’s lives.
- The lack of clarity from the Federal government is extremely problematic and confusing (such as defining eligibility for assistance).
- More skilled operatives/experts are needed from the Federal side. FEMA can be a resource to help do this better.

AM Session, Group A2

- Public outreach guidance (such as the use of community meetings and telephone call-in programs) on how to access funding is helpful.
- Federal assistance providers need to provide better education on types of available programs and how to access them. People may not get grants because they do not understand the requirements.
 - Outreach and education materials should have no acronyms!
 - Language needs to be clear to recipients.
 - FEMA Web site navigation needs to be reviewed. Important recovery information is not always easy to locate or highly visible.
- Coordination and consistency among Federal programs needs to be improved.
- Federal assistance needs to help communities address cash flow needs. Post-disaster communities and local governments may be “strapped for cash.” Early assistance “upfront” can expedite recovery.
- Response success and fiscal efficiency must be balanced. For example, significant resources were spent on manufactured housing; however this housing type proved to be an inappropriate and inefficient solution.
- Local contractors need to be better engaged; many run into legal obstacles when attempting to procure work.

AM Session, Group A3

- Post-Katrina, mobilization of experts is being done well.
- The existing recovery processes help to balance objectives, priorities and needs.
- Federal programs need to focus more on human services.
 - People were “case managed to death” without receiving needed resources and assistance.



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- More “direct dollars” to the community are needed. The lack of coordination among Federal agencies can reduce the amount of direct dollars that reach the community.
- Federal funds need to be released quicker.
- Better leadership is needed in the Federal agencies:
 - Each department needs to have someone with the power to cut through red tape.
 - Less time needs to be spent on coordination and more time on getting resources to communities and individuals.
 - Leaders also need to do a better job of communicating.

PM Session, Group A1

- Federal funding is working.
- FEMA’s emphasis on using “educated people” (experienced recovery professionals and Subject-Matter Experts [SMEs]) in post-disaster efforts has made a positive difference.
- State and local knowledge of FEMA programs pre-disaster is important to successful recoveries.
- Greater sensitivity on the Federal side is needed to:
 - The elderly.
 - Non-English speaking populations.
 - Populations whose first language is not English.
 - The disabled.
 - Other special-needs populations.
- Current Federal policies and guidelines need to be more flexible and reassessed to account for the diversity of events and conditions found between communities and the size and scope of disasters.
- A long-term human recovery plan is needed.
- The process for accessing mitigation funds needs to be simplified.
- More flexibility in meeting eligibility requirements and how funds are spent is needed as well as transparency in recovery decision-making.

PM Session, Group A2

- The most important feature of Federal disaster assistance is getting money to impacted areas and reducing red tape.
- Federal departments need to recognize the needs of all displaced residents, including those in diasporas.
 - Many in diasporas cannot afford to return.
- FEMA needs a comprehensive housing plan for disasters.
- Better agency coordination will allow for quicker housing repairs and production.
- Permanent rental housing needs to be expedited.

PM Session, Group A3

- The timely arrival of the National Guard in Gustav was an important improvement in the Federal response. The evacuation process for Gustav was also better.
- The *Stafford Act* needs to be changed to better address recovery needs.
- The voice of community and stakeholders needs to be increased in the recovery process.
- Greater involvement of HUD is an improvement in addressing housing issues and providing case management.



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- The Coast Guard's efforts to establish and manage regulated navigation areas are a major improvement for reducing the risk of vessels damaging flood protection infrastructure.

AM Session, Table 4

- Adequate funding and resources that are quickly available are most important features of Federal assistance.
- There needs to be more "common sense" and consistency between and among State and Federal agencies (including FEMA) in interpreting program and recovery assistance "rules."
- Flexibility is needed for modifying regulations to better address catastrophic events and impacts, as happened during Hurricane Katrina.
- Current Federal programs are not designed for long-term disaster recovery.
- Available funding versus authority do not match. For example, FEMA has funding but no authority for long-term disaster recovery. Other Federal agencies have the authority but lack funding to assist local communities.
- Pre-disaster recovery planning increases preparedness and expedites recovery.
- The rotation of FEMA and other Federal-agency staff results in consistency challenges and conflicts in the interpretation or recovery programs and assistance.

AM Session, Table 5

- Better mobilization of funds and making use of military resources are important to future disaster recovery.
- Communication and accurate information are needed at all levels of authority.
- There is a critical need for coordination and collaboration at all levels — Federal, State, local and private sector so that relationships and efforts are more of a partnership.
- Assistance for housing, food, transportation and healthcare are important to the early phases of long-term disaster recovery.

AM Session, Table 6

- Services and funding need to be appropriate for the type and scale of the event.
- Communication among all entities (Federal, State, local and private sector) is necessary.
- Every resource and every level of recovery participation needs to be completely tasked (assigned) with close coordination and communication among and between Federal and State agencies and local needs.
- People must be treated with compassion during the recovery process.
- Consistency of interpretation, implementation and flexibility on the part of Federal agencies is important, including application of policies, procedures and required paperwork.

PM Session, Table 4

- *This group did not have time to respond to this question.*

PM Session, Table 6

- *This group did not have time to respond to this question.*

PM Session, Table 1

- Funding is the most important feature of Federal assistance.
 - Funding should align with recovery needs.



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- However, funding typically “only goes so far” and usually pays just for restoring damaged buildings and infrastructure to “the way they were” (pre-disaster conditions). Funding and flexibility in funding is needed that post-disaster conditions can be an improvement over pre-disaster conditions and rebuilding can achieve current standards of acceptability.
 - Funding for recovery should also allow for revitalization of communities.
- Flexibility is needed from Federal authorities in the interpretation of “rules” so they do not become a barrier to recovery.
- Availability and an adequate supply of housing — including rental housing — are critical to getting people back into their homes and to recovery.
- Long-term economic development and jobs are needed along with housing. Without housing, people cannot return, but without workers who meet their needs, businesses cannot return and create jobs.
- The writing and process of Public Assistance (PA) and Project Worksheets (PWs) are critical; how these are done affects funding.
- More Individual Assistance is also needed.
 - Participants would like to see FEMA restore the \$2,000 emergency assistance grants.

Additional Comments

- A clear line of communications between FEMA, United States Army Corps of Engineers (USACE), Small Business Administration (SBA), etc. is needed.
- Some participants expressed frustration at the “runaround from Federal agencies.”
- Accountability is need not only from communities regarding recovery funding they receive, but also from the various arms of Federal agencies.
- Value and ability to fund.
- Money dedicated to recovery needs to be smart money – a lot of money gets wasted.
- *Stafford Act* was not designed for catastrophic disasters. There needs to be separate authorities to address “garden-type” disasters and catastrophic.
- Too many people are trying to do the same thing. Operational organization and coordination can reduce confusion.
- There has been no clear plan on how to communicate eligibility of services. Lots of decisions are made on the “fly,” so this process is not clear and “loose ends” are left hanging. Only after the fact do local recovery authorities and stakeholders get clarity on what should have been done.
- FEMA and other Federal agencies need to quickly deploy their “A game.”



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Success Q4 (Original Q4). How would you measure progress and what specific metrics should be considered for a successful disaster recovery?

AM Session, Table 7

- Measuring progress can be done by evaluating and comparing pre- and post-disaster:
 - Housing and land values.
 - Utility values.
 - Percent of the electric grid that is back.
 - Number of businesses that have returned and the number of employees in the workforce.
 - Number of people again leading “normal” lives.

Houston’s GIS-based grid is an example of an effective tracking and display tool for this type of information.

- Phases may be concurrent and not simply sequential.
- Nonprofits and faith-based agencies need support and back up. Federal resources need to “get on the ground with local agencies.”
- Recovery success is when money and other recovery resources reach those who need it. Processes need to be streamlined and there needs to be less red tape to expedite getting recovery assistance to those who need it.
- Success means meeting timelines.

AM Session, Table 8

- Successful recoveries result in a community’s return to “health,” including a healthy mix of returning population sectors, a diversified workforce and community accessibility to all ages, life-stages and physical abilities.
- Recovery leadership and citizens need to recognize that people come back in phases.
- Pre-disaster creation of a “snapshot” and baseline of current conditions provides a benchmark against which post-disaster progress can be measured.
 - Baselines need to be assessed frequently and through all recovery phases.
- Successful recovery results in a better-prepared and more resilient community.
- Comparing sales tax receipts pre- and post-disaster can be an appropriate measure to assess how well the community is doing.
- Recovery is going well when people are willing to come back.
- Measuring success varies by disaster.
- Recovery leadership at all levels needs to create equitable land transfers so that some land is not available for rebuilding so people do not end up living in disaster-prone areas.
- There needs to be political, recovery leadership and community “will” to fund what is best for a community rather than just returning it to pre-disaster conditions or “what was there before.”
- Coordination is vital to recovery success.
- There needs to be a dedicated long-term emergency manager.

AM Session, Table 9

- Recovery progress can be measured by:
 - What has been repaired and rebuilt.



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- The number or percentage of people re-housed in non-disaster-related Federal housing.
- The degree to which State and local communities have the resources they need. (Expectations have to be defined up front so agreement on what is needed and when those needs have been met.)
- Evaluating through a cost/benefits analysis to determine how recovery dollars have been spent is also a way to measure progress.
- The local community and State need to take responsibility for their recovery. They need information to be successful.
- Metrics need to be pre-determined and agreed upon in the first phase of recovery.

PM Session, Table 7

- Evaluating the rate at which people are able to return home to permanent housing in a similar situation as before the disaster and at the same (housing cost) price point can be a way to measure recovery progress.
- Measure success after things have “leveled out,” individuals and families are mentally “stabilized” and basic needs are met.
- Recovery progress is seen in the restoration of a vital community consisting of homes, neighborhoods, churches, etc.
- Conversations regarding measurement of progress and metrics need to acknowledge the difference between catastrophic events and disasters.
- Evaluating economic stabilization, including the return and re-employment of workers, availability of jobs and housing can be ways to measure recovery progress.
- Maintaining and re-establishing “quality of place,” even if people cannot return to the exact place is recovery progress.
- It was encouraging when the Corps removed debris.
- Recovery can be quantified by tracking the number of water hookups, mail drops and school enrollments that have occurred since the disaster and comparing those numbers to pre-disaster conditions.
- Evaluating and quantifying the number of available services and the percent return of the tax base are appropriate progress measurements.
- For recoveries to be successful they must address the difficulty of recovering “places” — more than individuals — entire communities. The whole social fabric may need to be rebuilt and more. Successful recovery is more than just the “low-hanging fruit.”
- A marker of success is when people forget that they are in “recovery;” when they are living in the now and no longer discuss whether they are “recovered” or not.
 - Neighborhood associations are helpful partners in recovery and in measuring recovery’s progress at the local and neighborhood levels.

PM Session, Table 8

- *This group did not have time to respond to this question.*

PM Session, Table 9

- Recovery can be measured by quantifying the degree to which:
 - The population base has returned and all of their needs are met.
 - Stores, buses and community infrastructure are functioning.
 - Resources are focused where needed.



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- Equity has been restored.
- Some neighborhoods recovered better because they had more Subject-Matter Experts (SMEs) among them.
- The creation of a system to include all parts of the community and the stakeholder base in efforts to build a community's and individuals' disaster recovery knowledge can help current and future disaster response be more efficient, effective and possibly shorter lived.
- The creation of a system to include all parts of the community and the stakeholder base in efforts to build a community's and individuals' disaster recovery knowledge can expedite recovery.
 - Knowledge retention is a challenge. If and when people leave after they are "educated" there needs to be a way to retain and institutionalize the knowledge in a community.

AM Session, Group A1

- Recovery progress can be seen as communities rebuild in ways that are "smarter, better and more effective."
- Progress needs to be measured against goals defined and set early in the process.
- Resiliency metrics need to be defined at multiple levels to decrease the need for response and recovery resources as a result of a future disaster.
 - Resilience metrics should be related to mitigation.
- Community members need to define the metrics to be used in measuring recovery progress and civic engagement is essential so that consensus on appropriate measures is achieved.

AM Session, Group A2

- *(This group did not have time to respond to this question.)*

AM Session, Group A3

- Quantitative metrics could consist of:
 - A percentage of people who return to sustainable, permanent housing (i.e., subsidized housing at pre-disaster levels).
 - Tracking the expenditure of public assistance program funds.
 - Evaluating the ratios of public facilities and services-to-population to determine if they are comparable to national averages or pre-event levels.
- Mental health should define a metric to assess and rate the mental health of a community pre- and post-event.
- Other important indicators that are measurable are economic vitality and employment.

PM Session, Group A1

- *(This group did not have time to respond to this question.)*

PM Session, Group A2

- One (1) metric should consist of the percentage of people who return.
- Progress can be measured by determining the degree to which:
 - 100 percent of people who want to return can return and have jobs with livable wages.
 - Public services are restored.
- Economic activity and the tax base have been restored (an important metric).



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- Metrics should also include a measurement of the amount of preparation completed and readiness for the next catastrophe.

PM Session, Group A3

- One (1) set of metrics should consider projects completed to reduce the risk of damage from future disasters.
- The percentage of housing that can be re-occupied is a potential metric.
- Economic metrics could include gross domestic product, establishment of an environment inductive for private investment and sustained economic growth, without reliance on assistance.
- The number of blighted and un-remediated properties could be compared pre- and post-disaster.
- The return of tax revenue to pre-disaster levels is a potential metric but it can be artificially skewed during the recovery process due the amount of assistance, Federal staff and contractors who are in the community spending money.

AM Session, Table 4

- Metrics appropriate to measure recovery progress can include:
 - Economic and service measures, such as restoration of the local tax base, reduction in unemployment (or increase in employment), number of housing units rebuilt or constructed, number of police officers returned to the force, number of schools returned to operations, etc.
 - Dollars spent versus results achieved (according to economic, service restoration, or other measures).
- Metrics need to be results oriented — not just tracking dollars allocated or spent.

AM Session, Table 5

- *(This group did not have time to respond to this question.)*

AM Session, Table 6

- Measures of recovery progress include:
 - Local social services (such as food stamps and “meals on wheels”).
 - Local tax base and key economic indicators (including agriculture and tourism).
 - The percent of housing rebuilt or restored for occupancy.
 - Return of important cultural places and events.
 - Rebuilding of infrastructure/services (such as schools and hospitals).

PM Session, Table 4

- *(This group did not have time to respond to this question.)*

PM Session, Table 6

- *(This group did not have time to respond to this question.)*

PM Session, Table 1

- Restoration of the local tax base, population and key industries representing the community’s core economic base are important measures.



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- In a community for which sports are important, the return of a major league sports team can be an important psychological benchmark.
- The number of churches that have reopened is an important measure to a city.
- Metrics should include the restoration of all basic amenities, including hospitals.
- Another psychological measure for many people is when it feels like life has returned to normal. When this occurs, suicide rates subside, crime declines and employment and unemployment rates return to pre-disaster levels.
- Housing metrics and indicators of “normal” market activity include the availability of both ownership and rental housing as measured by occupancy and vacancy rates, home values and the number of months of existing ownership housing stock on the market.
- The cost and availability of insurance is an indicator.
- Among the socio-demographic metrics are mortality and other vital statistics.
- A key measure relevant to future disasters is the number of homes and businesses that can survive the next disaster.

Additional Comments #1

- Recovery progress is achieved when communities and individuals:
 - No longer need Federal funds for recovery.
 - No longer need outside help.
 - Do not need crisis counseling.
 - When community conditions and lives are back to “normal.”
 - When communities and individuals are at a place where they can advance, move forward and grow.
- The key “take-away” from this discussion is that self-sufficiency of people, governments and businesses are key measures of success.

Additional Comments #2

- There needs to be a smart recovery, using resources wisely, efficiently and effectively.
- A measure of successful recoveries is the percentage of people that are back in their homes.
- Another is the percentage of businesses that are “back up and in place.”
- FEMA tracks things like PWs, the volume of debris removed, number of dollars provided and other “tasks” that are quantifiable.
- The percentage of infrastructure that is back in place is also a measure of recovery success.
- Recovery goals need not be simply returning to pre-disaster conditions. Recovery is also about building future resilience: *Will it cost less to rebuild and recover next time there is a disaster?*
- Use new method of cost benefit analysis — one that allows for increasing resiliency and the incorporation of mitigation techniques — to determine what gets paid for.
- Civic engagement is missing from this discussion, and the way community defines all of these issues.
- Flexibility is needed at all levels of recovery, from the identification of recovery needs to application processes for funding.
- Accountability is also needed at all levels.
- Recovery planning pre- and post-disaster is needed.
- A recovery goal should be increasing resilience.



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Success Q5 (Original Q16). What else would you like us to know?

AM Session, Group A1

- *(This group did not have time to respond to this question.)*

AM Session, Group A2

- *(This group did not have time to respond to this question.)*

AM Session, Group A3

- *(This group did not have time to respond to this question.)*

PM Session, Group A1

- *(This group did not have time to respond to this question.)*

PM Session, Group A2

- Local communities want Federal dollars but do not want to be told how to spend them.
- Defining recovery for disasters at the large scale of Katrina is very difficult.
- FEMA and other Federal departments must speak to local people and local authorities to assess recovery success.
- The Katrina experience is showing that chronically under-served populations will be the last to recover.
- Affordable housing construction must be prioritized.

PM Session, Group A3

- *(This group did not have time to respond to this question.)*

AM Session, Table 4

- *(This group did not have time to respond to this question.)*

AM Session, Table 5

- *(This group did not have time to respond to this question.)*

AM Session, Table 6

- *(This group did not have time to respond to this question.)*

PM Session, Table 4

- *(This group did not have time to respond to this question.)*

PM Session, Table 1

- The *Blue Roof Program* has too many middlemen that affect the ultimate cost. This is true of other programs and services, as well.
- Participants would like FEMA to concentrate more on hiring local people than bringing people in from the outside.
- Davis-Bacon (prevailing wage and other Federal labor requirements for public construction projects) is not administered consistently.
- Red tape hampers recovery and the distribution of funds.



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- Volunteer organizations are important to every aspect of recovery.

PM Session, Table 6

(Table 6 participants had no additional comments.)



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BEST PRACTICES



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Best Practices

EXECUTIVE SUMMARY

Participants note there is a lot of pre-disaster planning for response. Participants view pre-disaster planning as an essential best practice for recovery as well. Participants see planning, coordination, cross program knowledge and asset awareness, along with communication as important. Planning should include nonprofits, faith-based communities, other NGOs and the private sector along with Federal, State and local authorities and it should be iterative and supported over the long term. “Everyone needs a voice. Everyone needs to be at the table. Everyone needs to be at the table longer.”

Participants state that recovery should immediately begin post disaster. Though participants differ on the role of the Federal government, as recovery relates to the responsibilities at the State and local levels, participants are uniform in stressing the need for a seamless transition from response to recovery; between levels of authorities — Federal, State, Tribal and local — as recovery matures; and across recovery programs, stakeholder groups and resource providers. Among those participating, there was a strong sentiment that the Federal role in recovery “cannot start soon enough.” There is much to be done and participants want those efforts to be started as soon as possible.



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Participants note that recovery takes different skills sets than response and that to be successful, it needs strong leadership at the Federal, State, Tribal and local levels including Federal Coordinating Officers (FCOs) that can help move things through the bureaucracy.

EMERGING THEMES

When considering *Best Practices* for managing recovery, participants stress the need to begin now for planning, to develop more flexibility and sensitivity to local circumstances. Participants also want to greatly increase the role of communications across all levels of authority and all stakeholders and stress the value of integration and coordination to provide efficiency, avoid duplication and leverage resources. Participants view the need to simplify rules for easier understanding, along with single portals for accessing disaster assistance. Streamlining the processes involved in recovery funding are also noted as important to the development of best practices moving forward. More specifically, the following emerging themes were identified through the participant responses at the New Orleans Stakeholder Forum:

- **Start Now**
- **Be Flexible**
- **When Does It Begin? When Does It End?**
- **Outreach + Educate + Communicate**
- **Coordinate + Integrate**
- **Simplify**
- **One-Stop-Shop Systems**
- **Streamlined + Flexible Funding**
- **Asset Management**
- **Build Strong**

Start Now

Participants articulated a strong, “start now” message. Whether discussing the need for funding models that get cash to disaster impacted-business, local government or individuals earlier; the need for pre-positioning contracts and Memoranda of Understanding (MOUs) to ensure technical assistance, supplies and materials are available when needed; or establishing relationships and partnerships pre-disaster, participants felt action is needed now at every level. Every group wants



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to see pre- and post-disaster recovery planning. Groups believe that planning is needed at every level of authority — Federal, State, Tribal and local and each group considers it an essential condition for successful recoveries.

Be Flexible

While there was a universal call from almost every participant for applied recovery resources to have more flexibility, participants noted the conflict between wanting more flexibility and the need for consistent and uniform “rules.” All groups recognized that catastrophic disasters need different recovery strategies and solutions than the “garden-type” variety of disasters. Each disaster is unique, recovery timelines will be different and the combination of support likely different as well. One (1) size does not fit all. Participants would like that acknowledged at the operational level. Disasters that wipe out entire sectors of a community are likely to require more complex recovery strategies and benefit from more flexibility — especially when:

- Determining eligibility requirements for assistance (who qualifies).
- Developing application processes (how to get assistance).
- Deciding how resources are applied in the field (what assistance can be used for).

When Does It Begin? When Does It End?

All groups spent a little time grappling with this question. And, at the end of the day, all agreed there is no hard line to signify the ending of response activities and the beginning of recovery. In fact, these Breakout Group participants believe that recovery begins immediately post disaster and that rescue, response and recovery activities run simultaneously and parallel to one another especially in the early stages of a disaster and especially if the disaster is catastrophic. End dates will be different for different disasters and different recovery activities within a single disaster.

Outreach + Educate + Communicate

Robust outreach, education and communications strategies are identified by Breakout Group participants as critical to successful recoveries. Outreach and education initiatives need to touch every citizen including those with special needs, underserved, are a part of low literacy populations, elderly or disabled. Recovery leadership also needs to hear from both displaced voices and still-residing voices when segments of the population have been temporarily relocated as a result of the disaster. Information needs to be a two-way street: getting and giving information. Strong



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communications pathways need to connect and inform all levels of authorities — Federal, State, Tribal and local governing bodies — private and nonprofit recovery stakeholders, partners and participants; citizens; any others involved in recovery, up and down the chain-of-command and across program areas.

Both morning and afternoon groups noted the important role the nonprofit, faith-based, neighborhood, NGO and private sector communities play. They want to see greater outreach to those resources and have them more closely included in recovery planning, decision making, management and implementation efforts.

Coordinate + Integrate

Integration and coordination were the themes for the day. The need to convey clear lines of responsibility, develop cross-agency program facilitation and one-stop solutions is mission-critical to successful recoveries. Repeatedly Breakout Groups believe integration and coordination across authorities, stakeholder groups and recovery programs, ensure efficiencies and effectiveness in the delivery of recovery assets and resources; help avoid duplication of effort and set the stage for leveraging recovery resources between partners and recovery organizations. To facilitate integration and coordination, participants repeatedly called for all partners to be “at the table” early in the disaster and ongoing throughout recovery and suggested using National Incident Management System (NIMS) as the standard.

Simplify

Stakeholder Forum participants want to see streamlined approaches that simplify accessing resources so that resources are more immediately available and easier to get. Participants feel that rules and requirements need to be easily understood, have a “common sense” approach and are “humanized.”

One-Stop-Shop Systems

Throughout the conversations, participants said they want single portals to access all recovery assistance and single Points of Contact (POCs), single and universal databases; centralized applications, centralized information gathering and access and centralized case management for individuals as well as communities. Participants thought one (1) comprehensive assessment that



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covers all program areas would be a significant step in the right direction. Centralized organizational models need to be staffed with well-trained and experienced recovery professionals and subject-matter experts (SMEs) and those models need to be replicated on the State side.

Streamlined + Flexible Funding

Five (5) out of six (6) groups spoke specifically about the need for dedicated recovery funding. The need to dedicate funds for recovery; address cash flow issues of individuals, businesses and local governments; and allow accountability to follow public financial support is essential for long-term recovery success. However, participants felt the “cart was before the horse” sometimes. Financial assistance is needed quickly and they want access to resource now. Participants recognize and support the need for accountability when expending public funds. However, they felt that accountability should come after needs are met. One participant said, “*Pay Now. Audit Later.*” and this was a recurring theme across all Breakout Groups.

Assistance needs to be equitable and address all recovery needs. Gaps, such as the absence of support for those who rent, need to be identified and addressed and the impact of poverty on access to long-term recovery resources needs to be considered.

Asset Management

Participants suggest the creation of a Recovery Czar to facilitate coordination of recovery assets and resources across political authorities. Significant Critical services like medical attention, the availability of pharmaceuticals, restoration of utilities and housing are immediate response concerns but are also longer-term recovery issues and require management attention. As longer-term recovery progresses funding, volunteers, donations, supplies, materials and more will be pouring into communities and recovery projects will begin to be implemented — all needing management oversight and coordination.

Build Strong

Participants recognize the sense in building back to exceed pre-disaster conditions, using green technologies and best practices that are environmentally considerate. However, they note that funding sources are set up to rebuild to pre-disaster conditions whatever those were. Participants



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feel policy changes are needed to facilitate smarter rebuilding decisions, incentives can help encourage the use green technologies and environmentally sustainable redevelopment best practices. These groups also thought incentives would be helpful in encouraging individuals and businesses to incorporate mitigation strategies in rebuilding resulting in more resilient communities better able to withstand the next disaster.

Participants also noted the importance of expanding the definition of resiliency beyond a parcel of land or a building, to include resiliency from a broader community perspective and human resiliency.

INNOVATIVE IDEAS

- One participant recommends using social media as a two (2)-way communication tool for information distribution.
- One participant suggests the adoption of a local Disaster Assistance cable channel.
- To help deal with contractor fraud and provide references to citizens, one participant suggests the development of databases that include FEMA-approved contractors and professional license information.
- One participant recommends the establishment of incentives for “green” practices in recovery while another one suggests incentives that help first responders address their needs as a recovery priority.
- One participant offers Bridge Loans as a solution to cash flow problems for local needs, calculated as a percentage of disaster assessments.
- Establishing phone chains in local languages, such as Laotian, is a *Best Practices* strategy offered by another participant.



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- Another participant suggests simple *Step By Step Tool Kits* that *includes a Recovery Guide Book* be developed for funding resources to help communities identify those that are appropriate for their needs and that identify who to contact, explain eligibility requirements, how to apply and what assistance can be used for, and hotlines for phone support.
- One participant offers mitigation dollars are targeted for new construction. And introducing incentives to encourage not only mitigation efforts but also environmentally friendly construction and pre-disaster recovery planning.
- Several suggested mandating community recovery planning as a requirement for receiving recovery assistance.
- And, several suggested relying more on technology to develop:
 - Shared systems across program areas for applications and ongoing project management that are accessible by recovery program staff, local authorities AND citizens to better monitor recovery progress.
 - Universal databases that support single source applications for assistance.
 - Web sites that catalogue recovery assistance and link to resource providers.



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PARTICIPANT RESPONSES

[NOTE: Comments are recorded by question by group so it is clear which groups responded to which questions. Also the *Best Practices* facilitator used a narrative to report out rather than only bullets.]

BP Q1 (Original Q5): What are best practices in managing recovery from disasters?

Morning Breakout Group 1 (Mostly State and Federal agencies) [This was Morning Group 1's first question.]

Morning Group 1 comments regarding *Best Practices* in managing recovery fell into four (4) major categories: Preparedness, Planning, Funding and Managing Recovery Expectations.

Preparedness

Participants from this group view pre-disaster preparedness as an important — perhaps the single most important, best practice for ensuring successful delivery of recovery assistance after a disaster. Morning Group 1 would like to see pre-disaster preparedness efforts:

- Identify and develop organizational and management strategies for recovery activities.
- Identify and have allocated “as much funding” as possible pre-disaster. Participants would like to see funding given to the States pre-disaster so needed purchases can be lined up during the preparedness phase, ready for deployment during the recovery phase. Needed purchases could include materials as well as professional services and Technical Assistance.

Housing (temporary and transitional) was identified as an example of needed pre-disaster planning and purchasing to ensure successful disaster recoveries. Without housing, employers and employees are unable to return. Participants commented that without jobs and people to fill those jobs, recovery is not possible.

Participants acknowledged that accountability issues need to be addressed and that policy changes are likely needed to address both accountability issues and the availability of pre-disaster funding.

- Identify and pre-position supplies needed for both rescue and response and those anticipated for recovery. It was also noted:
 - Identifying a local POC pre-disaster to coordinate supplies and inventories would be helpful.
 - POC list should include pre-identified nonprofit and volunteer organizations contacts. Local nonprofits were identified as having the best “on the ground” situational knowledge and are critical to the successful delivery of recovery assistance.



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Planning

- Planning was noted as an important best practice. Participants commented that:
 - Planning should include the identification of roles, responsibilities and authorities.
 - Local communities and States should be required to have recovery plans in place pre-disaster. Pre-disaster recovery plans should be reviewed and updated post disaster to address changing and/or unanticipated circumstances. One (1) participant expressed that the post-disaster review of recovery plans should occur during the response phase to ensure seamless transition from response to recovery.
 - Plans should include pre-positioned MOUs.
 - Pre-disaster planning provides a “benchmark” for post-disaster efforts and helps build in accountability to recovery initiatives.

Funding

Availability of funding continued to be a major topic for Morning Group 1. Other points noted with regard to funding included:

- The “closer to home” funding streams are better.
- Clearly identified funding streams are needed to address longer-term recovery needs and should be considered separately from funding support directed to address immediate response needs.
- Funding streams need to be coordinated to avoid duplication.
- Funding streams also need to be coordinated to ensure overlaps are identified so that application for one (1) type of funding does not eliminate eligibility for other types of funding. Overlaps and requirements must be known ahead of time so appropriate decisions can be made as to which program is most beneficial and appropriately matched to specific needs.
- Funding “rules” and authorities need to ensure appropriateness for the specific disaster they are intended to support. Participants noted that different types of support are needed for catastrophic disasters and “garden-type” disasters. It is critical that States and local communities have a “knowledge base” so that program eligibility, application and resource utilization “rules” are known and understood ahead of time. Participants noted changing the “rules” during a disaster is “not possible.”

Managing Recovery Expectations

Participants noted that Individual Assistance (IA) and Public Assistance (PA) are not intended to make people “whole” after a disaster event and that more public education is important so that communities and States have appropriate expectations of what is available and what is possible.

Morning Breakout Group 3

[NOTE: This was Morning Group 3’s first question.]

Morning Group 3 comments regarding recovery management fell into four (4) categories as well, but different than those of Morning Group 1: Resource Management, Coordination and Integration, Assessments and Action Steps.

Resource Management

This group began its discussion on management best practices by recommending:

- Each parish (county) have a Recovery Czar to facilitate coordination of recovery assets and



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resources across political authorities.

- Use of a “mathematical grid” (GIS grid) to help communities:
 - Identify recovery priorities.
 - Achieve a more global perspective by providing views that cross parish (county) lines.
 - Benchmarking priorities so progress is measurable.

Morning Group 3 noted that critical services like medical attention, the availability of pharmaceuticals, restoration of utilities and housing are immediate response concerns but are also longer-term recovery issues and require management attention. They also noted the importance of small businesses in recovery, the restoration of jobs and revitalization of the economy.

Coordination + Integration

Participants expressed (as did Morning Groups 1 and 2) the need for greater integration and coordination in recovery management. Morning Group 3 noted there are multiple jurisdictional levels of coordination needed at the Headquarters/DC level and at the State and local level. This group also expressed that greater coordination of recovery assistance is needed across all authorities — Federal, State, Tribal and local levels — as well as program areas. This group noted IA and PA specifically.

Assessments

Participants articulated the need to clearly understand “what’s on the ground” in terms of circumstances and resources in order for recovery efforts to be effective. They noted especially the role of assessments in the recovery process and the importance of “ground-truthing” for accuracy so that needs can be appropriately matched with available resources. Recommendations for the assessment process include:

- Developing more comprehensive assessment tools so that assessments across program areas are integrated and include all sources.
- The seamless integration of response assessments with recovery assessments.
- Creating an assessment process that provides a centralized location to access assessment data. Participants want to see access available at “ground zero,” embedded within each community.
- One (1) participant was particularly concerned that assessment information not be “discounted.” A commitment is needed so that all information is recorded and included.

Action Steps

Other suggested best practices for recovery management include:

- Pre-designing and delivering training workshops pre- and post-disaster to teach people what information is available, how to access information and how to use information to make better decisions. Communities and individuals need to do know, “*What I can do? What resources are available? How do I access? When?*”
- Identifying and developing strategies to ensure the availability of more timely information and assurances of accuracy. The example given was the availability and accuracy of FEMA flood maps.
- Creating communications pathways to ensure greater connectivity with recovery partners, stakeholders, governing authorities, citizens and others. Use of Web-based as well as traditional media forms were suggested as important communications tools. Participants



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noted that information needs to be accessible by all populations including those with special needs, dislocated due to the disaster, underserved populations and others.

- Regularly scheduled (weekly) meetings that include stakeholders at every level as a tool for continually identifying needs, tracking progress and providing visibility and transparency to the recovery decision- and implementation-processes.

Afternoon Breakout Group 1

[This was Afternoon Group 1's first question.]

Afternoon Group 1 also responded around topical themes: Essentials for Recovery Success, Recovery Leadership, Housing and Recovery Case Management — yet again, four (4) different themes than either of the other groups.

Essentials for Recovery Success

Participants began their discussion of best practices for managing recovery by noting some management essentials necessary for successful recoveries. Those included:

- A coherent chain of command as necessary for coherent decision making.
- Every organization and agency at *every* level of authority (neighborhood, city, parish, State and Federal) having a recovery plan.
- Recovery stakeholder having knowledge of recovery policies and procedures.
- The availability of guidelines that are fair, equitable and easily understood for accessing recovery programs, applying for assistance and meeting eligibility requirements,
- Grassroots outreach and engagement initiatives to ensure:
 - Well-informed efforts.
 - Needs are appropriately identified.
 - Resources are matched to needs.
 - Gaps in services are identified and strategies developed to answer the, *Then what?* question (for alternative plans and strategies).
- Continuing pre-disaster education for Emergency Managers and recovery stakeholders so that:
 - Availability of Subject-Matter Experts (SMEs) is secure.
 - Roles, responsibilities and authorities are understood.
 - Program and process knowledge is comprehensive and complete.

Recovery Leadership

Afternoon Group 1 observed that immediately following a disaster during the rescue and early response stages, it is essential that FEMA lead the management of recovery. State and local governments, especially in the event of a catastrophic disaster are unlikely to be in a position to lead. However, this group feels there needs to be seamless integration of a FEMA-led effort with State and local authorities and a seamless and transparent transition from a Federally-led effort to a locally led effort as FEMA “steps down.” This group noted that the management strategy might look similar to the following chart, understanding that a catastrophic disaster is likely to significantly expand time frames:



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FIRST 2 WEEKS	2 WEEKS – 6 MONTHS	6 MONTHS – COMPLETION OF LONG-TERM RECOVERY EFFORTS
FEMA-led rescue and response management.	FEMA-led response and recovery management AND overlapping responsibilities with State and local authorities to begin transition to State and local-led recovery effort.	State and local-led recovery management.

Housing

Afternoon Group 1 also explored management strategies for specific recovery activities. They envisioned a housing management strategy timeline might look like the following chart, again noting that catastrophic disasters will likely significantly “stretch” timelines:

FIRST 6 MONTHS	6 MONTHS +
FEMA-led.	HUD- and State-led.

One (1) participant suggested taking “FEMA out” and unifying the “system” under HUD.

Recovery Case Management

Afternoon Group 1 would like to see a Case Management approach to recovery with clearly articulated operational strategies and having operational “specificity” integrated across program areas. Participants noted the challenge of assisting clients under multiple declarations, increasing the need for a “one (1) person, one (1) contact, one (1) number” Case Management approach.

One (1) participant noted that Case Management “pilot” programs have been in existence for some time and that it is now time to move beyond pilots to a definitive plan and standardized operational models.

Case Management strategies participants expressed as important to a successful program include:

- Clear goals, objectives and expectations and clearly articulated Action Steps for citizens moving forward through personal recoveries.
- Identifying benchmarks against which success is measured.
- Incorporating shared referrals.
- Centralizing and streamlining in-take systems.
- Simplifying regulations and requirements.
- Creating a single database and centralized information system (both for regulations and information distribution).
- Practicing paper-reduction requirements.
- Ensuring cross-program knowledge.
- Pre-disaster training.
- Clearly defining highly visible transitional strategies that identify when and how transitions will occur.
- Those that address accountability.



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Afternoon Breakout Group 3

[This was Afternoon Group 3's second question.]

Afternoon Group 3 responses can be grouped around two (2) categories: Defining When Recovery Begins and Ends and Management Phases.

Defining When Recovery Begins and Ends

Afternoon Group 3 participants felt that before the best practices in management question could be addressed, a definition must be developed as to when response ends and recovery begins.

Like previous groups, Afternoon Group 3 noted that a hard line does not exist to signal the end of response and the beginning of recovery, that it is instead a proportional division, not a start and stop. Participants stated that it is likely there are different start and stop times for different disasters AND different recovery initiatives — recovery's critical path includes simultaneous tracks for different initiatives and each response activity may become a recovery activity over time having its own appropriate time line.

Again, echoing other groups, Afternoon Group 3 determined that recovery begins immediately post-disaster.

Management Phases

Participants agreed that resource management was critical to successful recoveries and that recovery level of efforts ramp up as response efforts ramp down.

Afternoon Group 3 participants identified management phases to consider:

- Assessment phase.
- Recovery planning phase. Participants noted that the planning phase includes:
 - Preparedness.
 - Response.
 - Recovery.
- Recovery implementation phase.
- Reassessment phase.

This group felt that better use of NIMS could be made in recovery management but questioned: *"Who manages recovery? Who manages response? Should it be the same person/group?"* If not, Afternoon Group 3 felt both management functions need to be closely integrated to ensure seamless delivery of appropriate resources and transitioning from one (1) phase to the next.

[NOTE: The following information is presented differently than the above because different facilitators wrote each.]

PM Session, Table 6

Suggestions for best practices in managing recovery included:

- Adoption of SPHERE standards, which are used internationally, as a roadmap for integration.



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- Moving forward quickly to remove roadblocks and “no can do” attitudes.
 - Need for more authority on the ground (at the FCO level).
- Collecting lessons learned and applying to the next disaster.
- More proactive and positive communications and transparency in recovery processes.
- Conducting assessments while local, Federal and State partners are present, allowing for better feedback on eligibility and discussion of appeals earlier.
- Establishing ways to get assessments completed and recovery funding to communities faster.
- Bringing in the right infrastructure experience early.
- Working with nonprofits and schools as well as parishes.
- Bridging the gap between money applied for and money received.
- Recognizing the importance of partnerships at all levels — tapping into local groups, familiarizing prospective recovery partners and stakeholders with programs pre-disaster and integrating efforts across all groups and partners.
- Recognizing the importance of pre-disaster discussions with and among recovery stakeholders and State and Federal likely recovery partners.
- Allowing flexibility on restoring housing stock and keeping it affordable.
- Bringing in and training local staff for recovery office tasks early to build local capacity, increase sustainability of ongoing recovery efforts and reduce turnover.
- Mitigation initiatives. Mitigation needs to be included early in recovery planning and decision-making so communities and individuals can make informed rebuilding decisions. Earlier involvement of mitigation will require more aggressive outreach on the front end.
- Finding multiple appropriate housing solutions instead of one (1) total solution.

Comments:

- Better on-the-ground experience and training is needed for FCOs so that consistency in program delivery and interpretations of guidelines, “rules,” and eligibility requirements is achieved.
- Expedited PWs.
- Statutes and authorities for recovery need to be changed to allow more flexibility in how funds and other recovery resources are applied in the field and to “speed up” the delivery of funding to communities.

PM Session, Table 4

Suggestions for best practices in managing recovery include:

- Ensuring experience staff is on the ground and available to communities and local authorities.
- Cooperation at all levels from the community up and Federal partners down.
- Ensuring availability of resources, including equipment.
- Providing transitional housing.
- Having someone experienced with disabilities and elderly people working in Emergency Management.
- Prior planning — for example, communities need to have debris management plans in place pre-disaster.
- Oversight, accountability and enforcement of all government contractors.



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- Consistency, monitoring and training/education for recovery program compliance and understanding.
- Assistance in recovery plan implementation.
- Incorporating mitigation and improvements in rebuilding or building multi-use facilities.
- Looking at previous disasters, learning what worked and using key information before the next disaster in recovery planning, training and exercising.
 - Information needs to be revisited frequently.
- Using vendor operator warehouses for free but rotating perishable stock that can be used post-disaster.
- Having Standard Operating Procedures (SOPs) at all levels so paths and procedures are clear to all — no special treatment for some.
- Making sites that receive assistance accessible by special needs populations and the disabled.

Comment:

- Doing post-disaster assessments is critical to future disaster recovery success.

AM Session, Group 6

Best practice suggestions for managing recovery include:

- Providing funding based on need.
- Having Federal liaisons involved early.
- Having individuals involved who know recovery, borrowing expertise from other agencies or partners if necessary.
- More continuity of recovery personnel.
- Obtaining a cadre of experienced staff, especially for infrastructure needs.
- Creating better computer-based logs to follow claim applications so any staff member can access information.
- Authorities for personnel to make decisions on the ground.
- Descriptions of recovery programs and assets early in the disaster to help individuals identify a path and make critical decisions so that efficiencies are gained and case management coordinated across program areas.
- Bridging financing or loans (need to make the percentage match needed in order to qualify for assistance, so local money is not burdened).
- Retaining some funds for critical infrastructure so large and small contractors can bid on projects — perhaps expand Categories A & B.
- Better coordination between FEMA and non-Federal agencies; fewer “silos.”

Comment:

- A different framework is needed for large disasters (vs. smaller ones).

AM Session, Table 5

Best recovery management practices include:

- Having a recovery plan.
- Ongoing communications at all levels of authorities and interests so everyone can be on the same page at all times.



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- Having State and local efforts go through practical exercises to better understand their plans, roles and responsibilities.
- The establishment of a locally-based central coordination agency that will identify and maintain communications strategies and oversee recovery implementation, The agency should have accountability requirements to the Federal government, efforts of the organization can be expended as needed (post-disaster) and will likely include the need for better definitions of roles and some responsibilities may expand.

AM, Breakout Session 1, Group 2

This group identified key points.

- Role of housing nonprofits can contribute greatly to recovery.
- Recovery needs to follow the Four Cs.
 - Communication.
 - Coordination.
 - Collaboration.
 - Cooperation.
- There are many players that need to be coordinated pre-disaster.
- Nonprofits are often the best communicators in rural areas.
- Need good planning beforehand to build partnerships at Federal/State/local levels needed to facilitate recovery post-disaster.
- Faith-based and other local groups need resources to do the job well.
- Resources are not just dollars; they come in the form of:
 - Volunteers.
 - Facilities.
 - Telephone contact lists and other pre-disaster planning.
 - Transportation assistance.

AM, Breakout Session 3, Group 1

This group identified key points and noted them.

- Need to get locals involved and get good participation in recovery activities from communities and local governments early to ensure successful recoveries.
- The development of a pre-disaster recovery plan and customizing as recovery progresses can facilitate the delivery of recovery assistance and expedite the recovery.
- Realizing that catastrophic disaster recovery is different from regular disaster recovery helps stakeholders define scope of assistance needed.
- FEMA functions well as a central point of contact.
- HUD is a major partner and is in for the long haul through CDBG funding and small business development during the long multiphase recovery process.
- One organization was noted as a good model of a State level recovery agency.
- Communication is a huge issue.
 - A two-way flow of information is needed between community and decision makers.
 - Strong intermediaries are needed between State and local levels.
- Recovery stakeholders and authorities need an understanding that some programs work for some but not for others, causing mixed public reaction.
- The role of insurance companies needs to be considered in disaster recovery planning and by implementation teams once a disaster has occurred.



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PM, Breakout Session 1, Group 2

This group identified key points and noted them.

- Successful recoveries rely on effective integration of public and private sectors.
- Large-scale catastrophes are unique from normal disasters.
- To build confidence in the recovery and trust in recovery leadership, communicating accurate information is essential.
- Having knowledge of resources available beforehand speeds up recovery.
- Federal agencies need to coordinate better and in a more timely fashion, especially over the long term.
- Overcoming the current lack of commonality of Federal agency goals is important to achieving recovery success.
- Case management sequence of delivery needs to be better communicated.
- Interaction of SBA with clients needs improvement.

PM, Breakout Session 2, Group 3

- Prepositioned teams need to be pre-designated to locales.
- Contracts need to be ready for execution prior to the disaster.
- Plans need to have built in redundancy since alternative solutions are often needed.
- Good communication to the public is needed.
- Nonprofits need to be included in planning stages since they know where local community resources are and what is needed to recover.

PM, Breakout Session 3, Group 1

This group identified key points and noted them.

Successful recoveries rely on:

- Having funding in place pre-disaster.
- Having social services in place pre-disaster.
- Using a common-sense approach.
- Incorporating transparency in recovery decision-making and flexibility in program delivery.
- The creation of a new Emergency Support Function (ESF) for human services (not ESF#6 or ESF#14) in national and State plans will help recoveries be more effective.
- Communications and coordination is needed between all levels of authorities and stakeholders, including local/parish/State/Federal and within and between Federal agencies.
- Practicing for events to test communications and other important “systems” need to ensure success, and involving groups like the Coast Guard so people can meet the “players” beforehand helps build strong relationships likely needed post-*Declaration*.
- NGOs/faith-based/nonprofit organizations need to be involved in recovery planning and practices.
- Identifying precedents from other locations, including international ones.

Additional Comments

- NGOs and the private sector need to be integrated in recovery planning and decision-making from the beginning.



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- Transparency in recovery decision-making and processes; recovery partnerships developed early; processes implemented consistently; working as a team and having financial capacity can help ensure recovery success.
- Getting locals — including disaster survivors and community leaders — involved in the recovery process can expedite recovery.
- Develop a “generic” recovery plan before a disaster then following it after a disaster is important to recovery success.
- Communities need a catastrophic recovery plan as well as a regular recovery plan.
- While needing minor “tweaking,” one organization was noted as a model State agency for best-practices.
- Best practices for integrating public input into the process include:
 - Creating a neighborhood organizing and planning fund.
 - Organizing issues-based efforts. Examples of projects that have or are working include National Incident Management Systems and Advanced Technologies (NIMSAT).
 - Using technology to get and give input from/to disaster-impacted people, recovery authorities and stakeholders.
 - Hearing from the displaced and allowing them a chance to provide input.
 - Supporting planning efforts.
 - A process that addresses longer-term recovery issues and needs.
 - Interactive input from community members.

Comments:

- Once grassroots decisions are made, elected officials need to step up and accept the grassroots input as, “This is the way we are going” or “No. Thanks for your input but we aren’t doing . . .”. Elected officials aren’t stepping up to difficult recovery decisions.
- The challenge isn’t getting information from the grassroots up, it is getting information back out to people.
- One state’s master plan is on third (3rd) base. It will inform the comprehensive zoning ordinance, and participants in the process note that it is exciting to be near the end.
- Recoveries need strong intermediaries between people and government.
- One particular city mentioned might have best practices to share, because they’ve come together well.
- Lake Area Alliance provides funding for educational purposes and has a vested interest in skills training in the local school system.
- There is “a lot of money” in one specified city — 13 petrochemical plants that are constantly infusing money into the economy and can be a significant resource when the community is faced with a disaster.

Additional Comments

Best practices for managing recovery include:

- Immediate processing and setup of different organizations.
- A mind set of preparedness.
- Setup of emergency standards for all, including the disabled/seniors/children.

Additional Comments



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- Putting an emergency center into place in the local community, with specialists to represent seniors and the disabled, schools and private business due to under-representation of these groups will ensure recoveries are inclusive of all populations.
- More collaboration with public businesses and private sectors should be done: “too many groups going in different directions.”
- Outreach to community leaders and small-business owners prior to any disaster, to plan and strategize how to meet the needs of the community will expedite post-disaster recoveries.



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BP Q2 (Original Q8): What are best practices for community recovery planning that incorporates public input?

Morning Breakout Group 1

[NOTE: This was Morning Group 1's second question.]

Morning Group 1 comments can be organized into three (3) categories: Outreach + Public Events, Planning + Incentives and Coordination.

Outreach + Public Events

Morning Group 1 identified each of the following as important when considering recovery planning and best practices for public input in the planning effort:

- Outreach.
- Public events.
- Education targeted to public audiences.

With regard to outreach and public event initiatives, participants noted the importance of identifying community populations so that efforts are inclusive, reaching all populations especially those with special needs or underserved. Participants also noted the difficulty in including relocated evacuees in planning processes and the important role nonprofits and volunteers play in locating and outreaching to these groups.

With regard to educational efforts, participants noted those initiatives should:

- Address all levels of the “authority” continuum, including Federal, State, Tribal and local levels of authority and participation.
- Be coordinated across all program areas and organizations with recovery assets and resources.
- Include recovery program- and resource-specific content.

Participants also noted the importance of cross-parish (county) perspectives and collaboration, outreach and educational efforts.

Planning + Incentives

The discussion moved to best practices for recovery planning. Participants expressed that new incentives are needed to encourage recovery planning.

Participants noted economic stimulus planning and packages and other recovery resources need more flexibility to address longer-term recovery needs.

Coordination

Coordination of resources and efforts were again mentioned as critical to recovery success. Specifically, Morning Group 1 noted that:

- Coordination should be region-wide.
- Across multiple planning groups and resource providers and partners.

Demonstrating the need for coordination, one (1) participant noted that in the Katrina response, there were more than 8,000 groups involved in recovery.



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Morning Breakout Group 3

[NOTE: This was Morning Group 3's second question.]

Morning Group 3 responses to best practices for incorporating public input into community recovery planning can be organized into Benefits and Messaging Strategies categories.

Benefits

When considering public input into the recovery planning process, Morning Group 3 participants noted that public involvement in the recovery planning process can help “jump start” the recovery, facilitate tracking recovery needs and analyzing needs and recovery solutions for future recovery planning.

Messaging Strategies

Morning Group 3 participants identified a two (2-)way communications process: information distribution from planning and recovery authorities *to* the public; input *into* the planning process *from* the public. The following media are noted as possible input and distribution possibilities:

- Traditional media forms (TV, radio, etc.).
- Public and stakeholder workshops.
- Town meetings.
- Recovery “road shows” that include all partners and all resources.
- Recovery program education and outreach.
- Social media (Twitter, FaceBook, etc.).
- Web sites as one-stop-shops for recovery information and updates accessible from anywhere.

Participants in Morning Group 3 noted particularly the challenges of reaching and involving:

- Displaced residents in the recovery planning process, noting the use of simulcast town meetings, road shows and Web sites as possible solutions.
- Elderly, special-needs audiences, those with disabilities and underserved populations.

Morning Group 3 felt it was important to articulate a commitment of inclusiveness so that all target audiences have the opportunity to participate and engage.

Morning Group 3 noted the importance of message development in successful recovery, expressing it must:

- Be accurate.
- Provide information people can use so they know where to go to get help.
- Include all available services and resources.
- Be accessible from anywhere by anyone.



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Afternoon Breakout Group 1

[This was Afternoon Group 1's second question.]

Afternoon Group 1 addressed this question along a single thematic line: Characteristics of Successful Public Engagement

Afternoon participants began the discussion by defining attributes of a successful public engagement process and noting that a planning process that includes public input builds trust.

Successful Public Engagement

Participants said public input strategies should include:

- Creating public feedback mechanisms that are thoughtful so people are “sent to the right place.”
- Soliciting feedback from survivors.
- Starting sooner. (NOTE: This comment applied to both recovery planning initiatives and public outreach.)
- Outreach initiatives have a universal perspective, are accessible and “go to where the people are.”
- Community nonprofits, volunteers and faith-based communities, trusted sources for community knowledge.
- Using a variety of outreach formats and techniques. Participants noted especially:
 - Mapping exercises.
 - Equipping workshops and other training programs with mapping tools and statistics to help recovery stakeholders make informed decisions.
 - Small-group discussions to encourage participation.
 - Initiatives that address displaced, elderly, underserved, low-literacy, special-needs and other populations.
- Afternoon Group 2 envisioned public input strategy that looks like:

DISASTER-SPECIFIC INFORMATION + COMMUNITY KNOWLEDGE = BEST PRACTICES IN COMMUNITY PLANNING

Afternoon Breakout Group 3 RESPONSE

[This was Afternoon Group 3's third question.]

The Afternoon Group 3 broke the question a part first considering Planning implications followed by Public Input strategies.

Planning

Afternoon Group 3 participants noted when discussing best practices in incorporating public input into recovery planning that there are several types of planning that include a role for recovery planning: Preparedness planning, pre-disaster planning and post-disaster planning. Participants noted that planning articulates recovery benchmarks against which recovery activity can be measured.



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Participants noted that post-disaster planning is an evaluation of the pre-disaster plan and not a completely new planning effort. Adjustments are identified that reflect the impact of the disaster. Part of post-disaster planning addresses the question: “*Where is everybody?*”

Public Input

With regard to public input, participants thought it important to publish and distribute the post-disaster plan so information is shared and expectations are appropriately set to the new post-disaster reality. Participants identified several avenues for soliciting and gathering public input to the new plan:

- Outreach through city and State-sponsored town hall meetings.
- Through existing city and State communications networks (newsletters, advertisements, public journals and meeting agendas).
- Public forums developed for the specific purpose of plan review.
- Distribution through faith-based and volunteer communities.
- Educational outreach initiatives to include plan distribution, open house and workshop events.
- Traditional media sources.
- Ground-up “push and pull” methods.
- Web-based strategies.

[NOTE: The following information is presented differently than the above because different facilitators wrote each.]

PM Session, Table 4

Ideas for best practices for community recovery planning that incorporate public input include:

- Getting participation from all segments of the population – stakeholder groups from certain segments may need to be formed.
- Outreach through multiple means, including town hall meetings, flyers, radio, etc.
- Identifying people who need special assistance or have other needs and including them in pre-disaster planning.
- Using grass-roots measures and community-based groups to reach local populations.
- Prohibiting local government from exclusionary housing policies.

AM Session, Group 6

Ideas for best practices for community recovery planning that incorporates public input include:

- Working with nonprofits.
- Engaging the right people at each phase of recovery, understanding, however, that the voices may change throughout the process.
- Including mitigation at all levels of recovery beginning at the local/community level and working up, making public participation mandatory.
- Communicating and tracking accomplishments as the plan is implemented — tying accomplishments to community goals and vision.
- Developing systems for community conversations and communicating progress to recovery stakeholders, funding partners and authorities.
- Pre-coordinating with universities and colleges, especially for housing, possibly through the use of foundations.



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AM Session, Table 5

Ideas for best practices for community recovery planning that incorporates public input include:

- Ensuring the public is present and participating, not just officials. It is important to get everyone to “the table.”
- Engaging in the public’s language.
- Educating the public using multiple forums and avenues.

AM, Breakout Session 1, Group 2

This group identified key points and noted them.

Ideas for best practices for community recovery planning that incorporates public input include:

- Preparing pre-disaster contact lists.
- Setting up a Web site to coordinate Federal, State and local meetings so community is aware of planning efforts and their opportunity to participate.
- Optimizing the FEMA liaison role.
- Decentralizing recovery plans because “one size does not fit all.”
- Using local groups that already have networks in place to help spread information.
- Using community-led forums.
- Ensuring forums have multilevel representation with Federal, State and local entities.
- Participation of and partnerships with universities.
- Using neighborhood-level organizations, coalitions and associations.
- Considering how to get tax base back.
- Recruiting entrepreneurs to meet identified needs.
- Defining at local level what groups really want.
- Considering the role of resiliency and mitigation in tandem with recovery. For example, elevated homes protect against future flooding, so homeowners rebuilding after a rising-water disaster might want to elevate when they rebuild.
- Taking advantage of neighborhood meetings, which can be a great multicultural resource as voices get heard that are sometimes missed.
- Taking ownership of the issue.

Participants reminded that recovery is local.

AM, Breakout Session 2, Group 3

This group identified key points and noted them.

Comments include:

- ESF #14 master planning is very successful and the program is good at identifying funding programs.
- Dollars need to be dedicated to the recovery planning process.
- Finding better ways to get public input when a disaster-impacted citizens have displaced from an area.
- Expectations have to be managed. The public needs an explanation what is “really” possible with regard to rebuilding.
- Educating public and managing expectations.
- Communication, education and outreach are key to successful recoveries. Effective tools to inform the public and solicit public input include:



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- Kickoff meetings, applicant briefings, and road shows.
 - Cable access channels.
 - Internet and Web sites.
- One particular program was noted as a success.
- With regard to recovery planning, project identification and implementation, take advantage of “low-hanging fruit” first to get a quick start and build community confidence.
- Use trailers as temporary facilities in addition to using them for housing.

AM, Breakout Session 3, Group 1

This group identified key points and noted.

Comments include:

- Otherwise successful neighborhood organizing and planning efforts can be improved upon by:
 - Getting past the technological challenges.
 - Hearing from displaced individuals and families as well as residents still present.
 - Through strong participation in the planning and decision-making process at the neighborhood level.
 - A commitment to supporting recovery efforts over the long term.
- Successful recoveries have decisive elected officials who will clearly accept or reject proposals while including grassroots input.
- Having a planning structure in place pre-disaster is critical to recovery success post-disaster.
- Study the successful agency plan where the core staff was prepared.
- Large-scale recovery planning needs to inform other long-term efforts.
- The private sector needs to be involved in recovery planning and decision-making. For example:
 - For example, one particular community benefited from petrochemical dollars that went to repair roads and education facilities.
 - One local organization provides skills training and could be a good model for the State.
- Web-based tools, including blogs where the thread can reveal interesting information.

PM, Breakout Session 1, Group 2

This group identified key points and noted them.

Comments include:

- Neighborhood associations, nonprofit organizations and private sector are good sources of needed information regarding local needs and the identification of recovery solutions.
- Applicants (individuals and businesses) struggle to get upfront funds for recovery. Money needs to be available immediately.
- Use the Chamber of Commerce as a vehicle for getting important recovery messaging to the business community and as a channel for soliciting information and involvement in recovery planning and plan implementation.
- Brainstorm solutions.
- Locate more creative alternative meeting spaces for recovery meetings.

PM, Breakout Session 2, Group 3

Suggestions to advance recoveries:



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- Communities need reliable ways to identify and learn how to access available recovery resources.
 - Entities need to be identified.
 - Local organizations that are likely to apply for recovery assistance need to have FEMA-required documentation prepared ahead of time so they are ready to go when disaster happens.
- At every level of authority and recovery planning, attention needs to be given to putting local people back to work on recovery projects.

PM, Breakout Session 3, Group 1

Comments:

- Ask and review the information the Ford Foundation has collected regarding best practices.
- Pre-establish a disaster Task Force.
- Create phone chains in local languages (Laotian, Spanish, etc.) to serve isolated population pockets in rural areas.
- Sponsor community meetings and special events.
- Get community leaders “recovery” trained.
- Utilize valuable participation from NGOs.
- Provide transportation to remote areas.

Additional Comments

Best practices that incorporate public input include:

- Reviewing local community standards.
- Recovering local business as soon as possible to get things back to normal.
- A quick response to the public’s questions, rather than ignoring them.
- Prepared standards for different language barriers.
- Expanding, sharing and teaching each other different methods of emergency preparedness.
- Advising people of the importance to take responsibility for their own immediate recovery.
- Setting resources at the local level to deal with the mentally and physically disabled and with children who are traumatized.
- Referring seniors with disabilities and the disabled to hotels or motels that provide accessible facilities to meet their needs. Examples include hearing impaired, vision impaired, parking.



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BP Q3 (Original Q10): As disaster recovery is primarily a State and local leadership issue, what are best practices for the timing (including start and end) and form of Federal assistance and coordination?

Morning Breakout Group 1 RESPONSE

[NOTE: This was Morning Group 1's third question.]

Participants in the Morning Group 1 divided their initial comments between timing of Federal assistance and the form that assistance should take. They followed those remarks with comments regarding Planning, Coordination + Communications + Organization and Funding comments in ways they thought relate to this question. Few comments were made regarding start dates and no comments were made regarding end dates.

Timing

With regard to the rescue/response/recovery continuum:

- One (1) participant noted that recovery begins six (6) months post-event and lasts approximately a year.
- Others expressed that six (6) months to begin recovery efforts is too long and that recovery efforts need to begin within days of the event.
- Most participants in Morning Group 1 expressed that disaster recovery begins at rescue and response.
- Participants noted that rescue, response and recovery initiatives proceed along simultaneous parallel tracks immediately post-disaster and there is no hard line between phases.

More specifically, participants suggest the following forms of Federal assistance and when assistance best might occur:

TIMING	FORM	START/END
Pre- and post-disaster	•Planning.	•Start: Pre-disaster.
Pre-disaster	•Organizational response AND recovery infrastructure needs to be in place. •Availability of recovery funding. •Identify vulnerabilities. •Identify likely needs. •Exercise.	•Start: Pre-disaster. •Start: Funding streams should last as long as needed, until recovery is achieved. •Start: Pre-disaster. •Start: Pre-disaster. •Ongoing.
Post-disaster	•Identify and implement Lessons Learned.	•Start: Pre-disaster.
Rescue/Response	•Recovery Teams on the ground •Initial damage and individual program assessments need to be done at R/R phase and need to seamlessly integrate into recovery assessments.	•Start: Early post-disaster; during rescue and recovery phase. •Start: Immediately post-disaster.



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Recovery	<ul style="list-style-type: none"> • Recovery funding (is needed early). • (A better) assessment process (is needed) that is integrated across program areas. 	<ul style="list-style-type: none"> • Start: Early in the disaster continuum and critical funding needs to be released early. • Start: Early, immediately after disaster.
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Planning

Not specific to Federal-only assistance, participants noted again that pre-disaster planning was essential to successful disaster recoveries. They expressed there appears to be “a lot” of advanced planning for response but little is focused on recovery. In their view, more recovery planning is needed. Participants want planning to include 406 Mitigation initiatives.

Participants expressed the importance of plan exercising and noted that both plans and exercising should include:

- Pre-identified and negotiated stand-by contracts.
- Pre-established organizational infrastructure.
- Requests for Proposal (RFPs) out and awarded for critical needs pre-disaster. (Texas participants noted their approach for securing temporary housing pre-disaster as a best-practices model.)
- Lessons learned from previous disasters with special emphasis on:
 - *What can we do? What can we do well?*
 - *What can't we do?*
 - *How do we best manage expectations?*
 - *How do we best provide recovery guidance?*

Coordination + Communications + Organization

The roles of coordination, communications and organization were discussed. Participants noted or expressed:

- Multiple recovery “tracks” occur simultaneously. Examples mentioned include post-disaster repairs to: Roads, housing, schools, environment, sewage and water systems as well as attention to health and safety needs of individuals and communities.
- Response and recovery initiatives need to be more closely coordinated. One (1) participant noted the example of paving streets in initial response phase while important, should occur after sewage repairs are made to avoid paving streets and then tearing them back up again to do sewage repairs.
- The need for recovery organizational, coordination and communications guidance.
- Recovery organizational strategies need to ensure structures and strategies are in place to facilitate and encourage communication and coordination across “tracks.”
- The new ESF #14 Long-Term Community Recovery (LTCR) effort facilitates coordination and communication across “tracks.”
- Participants noted the ESF structure needs to be replicated for recovery and that there should be “consensus” and “commitment” between State and Federal authorities to use this newly developed ESF structure.

Funding + Resources + The Need to Streamline



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Participants wrapped up this question with comments regarding access and delivery of recovery resources, noting:

- PA needs to be streamlined. Projects need to be assessed and checks cut quickly. Participants noted the Project Worksheet (PW) process is cumbersome. While all participants understand of the need for accountability with the PA program, one (1) participant put it this way: *"Pay first. Audit later."*
- All participants agreed that recovery stresses local governments. Local governments are impaired by the disaster; individuals and governments are likely not to be adequately covered by private insurance; and governments needing assistance are further stressed waiting on reimbursements from the Federal government. Participants wanted a pay now policy rather than a reimbursement policy.

Morning Breakout Group 3

[NOTE: This was Morning Group 3's third question.]

Like Morning Group 1, participants in the Morning Group 3 divided their initial comments between timing of Federal assistance and the form that assistance should take. Few comments were made regarding start, no comments on end dates. Also like other groups, Morning Group 3 noted that all three (3) phases — rescue, response and recovery — are likely to happen simultaneously, especially if the event is catastrophic.

Forms of assistance identified by Morning Group 3 participants and suggested timing are included in the following chart:

TIMING	FORM	START/END
Pre-disaster	•Agreements in place so assistance goes straight to communities bypassing State or expedited through State.	•Start: Pre-disaster.
Immediately post-disaster (recovery)	•Embedded Federal supplements to local staff to help manage recovery support at the State and local levels. Staffing could range from clerical support to recovery Technical Assistance. (NOTE: Participants acknowledged the need for clearly identified roles and responsibilities and lines of authority when discussing supplemental staff.) •Immediate and early funding and access to recovery resources. •Immediate availability of ice, water, etc. (response) AND wood, building materials, etc. (recovery) •Applicant briefings. •Immediate education and	Start: Immediately post-disaster.



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	outreach to encourage citizens to “Do it right!” by following existing codes, laws, etc.	•Immediate and ongoing.
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Media

When discussing the need for applicant briefings, participants noted that local cable outlets are important resources in creating a Disaster Assistance Channel, offering 30 minute or longer regularly scheduled programming dedicated to recovery information. Cable also offers the opportunity for telecasting workshops.

Afternoon Breakout Group 1

[This was Afternoon Group 1’s third question.]

Afternoon Group 1’s discussion was also segmented into timing and form comments, having few comments on start and none on end dates.

One (1) participant expressed that communities and individuals are best served when they are vested and “own” their recoveries. This participant felt communities and individuals should be trusted to make good decisions in their best interest based on their values.

Forms of recovery identified by Afternoon Group 1 and suggested timing for their delivery include:

TIMING	FORM	START/END
•Immediately.	•Recovery funds should go directly to citizens and communities.	•Ongoing
•Early in the disaster continuum. •Early to prevent delays in accessing needed resources.	•Federal coordination and integration to expedite recovery. •Accurate intake and eligibility information. (NOTE: Participants expressed concern over data entry and processing errors, noting they result in applicants being in a “no man’s land,” delaying the delivery of assistance until cleared.)	•Ongoing.

Recovery Fraud

Participants also discussed the issue of contractor fraud and if there is a Federal role in addressing. They noted the need for enforcement of existing “rules” and laws and increased awareness on the part of citizens. Suggested solutions included permitting authorities requiring the submission of professional license numbers and homeowners and businesses checking references. Participants suggested the creation of a FEMA-approved contractors list and the creation of “Approved Contractors Hotline.” Another suggested pre- and post-disaster training workshops to educate citizens on what to look for when selecting a contractor and how to read a contract. One (1) participant suggested contractor fraud education could become an added piece to the Case Management approach.



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Need for an Error-Free Process

Participants are sensitive to errors in processing applications. They noted a needed for a commitment to ensure accuracy in data entry, to well-trained staff to prevent errors and immediate correction when errors occur.

[NOTE: The following information is presented differently than the above because different facilitators wrote each.]

PM Session, Table 5

Best practices for the timing and form of Federal assistance include:

- Ending Federal programs before the local process begins.
 - Especially needed before beginning long-term recovery.
 - There needs to be a better transition when ending Federal assistance to “fit” funding flow.
- Implementing a better roadmap that identifies available and upcoming funding and includes a timeline, to ensure better decisions, coordination and planning.
- Being more generous with program timelines; extensions are confusing and/or misleading.
- Better support for planning and leveraging or nonprofits and Federal money.

AM Session, Table 4

Comments:

- State and local leadership is often at the mercy of the Federal government — this forces reliance on contractors.
- CDBG and *Stafford Act* are limiting factors to successful recoveries.
- Local (bottom-up) decisions should be made regarding local recovery needs — then discussed with Federal recovery resource providers.
- More accountability is needed regarding recovery funding decisions made by recovery assistance program staff.
- Partnering with Federal government for case management from beginning facilitates identifying needs and making funding decisions early.
- Better coordination and involvement from all funding agencies is needed early on to consider the long-term vision.
- A recovery-manager type position or “counselor” is needed to connect all the dots throughout recovery to identify who pays for what, to coordinate assistance and resolve issues when programs in conflict with one another or offer duplicative support.

AM, Breakout Session 1, Group 2

This group identified key points and noted them.

Comments include:

- Clearly determining at what point recovery starts between disaster reaction and the recovery planning process will help organize recovery efforts.
- Clarifying Federal, State, and local terminology and “languages” to ensure a common vocabulary is used and understood will eliminate confusion that can be a barrier to recovery.
- Look to develop true partnerships, avoiding competition or “rifts.”



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



- Identify key recovery roles, preplan for them and education partners likely to fill those roles on recovery processes and potentially available resources, pre-disaster.
- For a recovery plan to be successful, the entire recovery partnership must be “own” it and not just the leader.
- Communications are critical and communications strategies and initiatives must reach out to and connect with all levels of participants.
- The end point can be defined as when things get back to “business as usual.”
- Catastrophic disasters demand flexibility with application, funding and implementation timelines.
- Flexibility is needed so that regulations do not become an obstacle to recovery, getting in the way of addressing immediate needs.
- More consistency is needed from Federal agency staff deployed to a disaster. Current operations have too many phase changes and too much staff turnover.
- Inclusion of more local voices is needed in the recovery process and in recovery decision-making.

AM, Breakout Session 2, Group 3

This group identified key points and noted them.

Comments include:

- Need to acknowledge that the Federal partners are leading, too — this happens.
- Federal program rules need to be adapted to allow flexibility at the State level.
- Need a Federal contingency source for recovery funding and funding eligibility requirements and use of available funds needs to have flexibility.
- Recovery leadership needs to understand that consistent cash flow for disaster-impacted local governing authorities, businesses and citizens is critical to recovery.
- Leadership in the hand-off to longer-term efforts needs to be improved; a more clearly defined, articulated and organized transition is needed.
- States need assistance in tapping into the special skills and expertise of the Federal government.
- Recovery efforts need to find a way past the effect of cost issues balancing efficiencies.
- Planning should start with the State.
- State and local recovery capacities need to be identified pre-disaster.

AM, Breakout Session 3, Group 1

This group identified key points and noted them.

Comments include:

- Local plans for long-term recovery should be in place before Federal dollars are released and the release of dollars should be tied to the completion of the plan.
- Recovery is Federal-role dependent.
- Federal involvement cannot start soon enough.
- Federal partners need to help local communities clear regulatory hurdles.

PM, Breakout Session 2, Group 3

- Coordination needs to be improved to clarify and educate regarding the availability of Federal assistance.



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- Need clarity regarding “constitutional issues” of Federal assistance “triggers” that “get in the way” of recovery.
- Funding and State reimbursement issues need to be preaddressed.
- Roles need to be defined.
- Stakeholder planning process needs to be funded and expanded.

PM, Breakout Session 1, Group 2

This group identified key points and noted them.

Comments include:

- Having an entity that clearly defines roles and procedures of Federal, State and local partners is essential to recovery timeliness and success.
- Clarification is needed on who has authority.
- To ensure seamless delivery of recovery assistance, continuity needs to be considered and addressed when deployment and staffing plans are developed.
- A clear vision is needed and expectations need to be managed.
- Recovery goals to be addressed and clarified early in the process.
- The “trigger event” that turns on Federal resources needs to be clearly defined.
- Strategies are needed to create partnerships and provide mutual support so that people “fighting (competing) for” limited-funding dollars is avoided. Flexibility is needed.
- Renters need to be included in housing recovery strategies.
- Hurricane Rita happened, too!
- There is a disconnect between response and recovery. A clear and universal understanding of what both mean is needed.

PM, Breakout Session 2, Group 3

- Disasters put pressure on the current capacities of States; resources including resources are often stretched “to the limit” and funding is just “not there.” Having another way beyond the current reimbursable model to provide funding support to States would be helpful.
- Too much money is going into the administration of programs reducing the amount that reaches people and supports the program itself.
- Creation of a “catastrophe fund” that the Federal government can trigger to streamline red tape and get dollars released quickly.
 - Need help in coordinating the funding flow.
 - Need guidance in addressing and prioritizing immediate needs and accountability.
 - Funding needs to be available to nonprofits.

PM, Breakout Session 3, Group 1

- Utilize media for recovery messaging, meeting notifications, etc. from the beginning.
- Education needs to happen at the State level to identify contacts for the public.
- Regular meetings of local officials to review planning and recovery progress are critical to recovery success.
- Utilizing Continuity of Operations (COOP) and mandating exercises for recovery will result in more timely, efficient and effective recoveries.
- Infrastructure recovery needs to be coordinated. Immediate issues need to be resolved first.



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- Getting help on the ground as soon as possible, making pre-staging of personnel and resources a priority are very important to expediting recovery. Recovery leadership should consider:
 - Pre-establishing contracts with NGOs and incorporating into recovery early on.
 - Pre-identifying qualified technical help, e.g. architects, to assist in the development of project worksheets.
 - Pre-screening contractors.
 - Pre-engaging volunteer organizations in recovery.

Additional Comments

- *Should local governments be required to have a recovery plan in place in order for communities to receive Federal recovery assistance?*
- Many decisions take place on day two that affect the recovery.
- Practically = hard to make work
- Local leadership is, in a way, making a business deal with the State and locals.
- Federal government has an inherent role to help out with rebuilding.
- Timing: You can't be too soon.



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BP Q4 (Original Q12): What are best practices for marshaling Federal assistance — both financial and professional support — to support State and local efforts to recover from a disaster, and how can we work together to better leverage existing Federal grant dollars?

Morning Breakout Group 2

[NOTE: This was Morning Group 2's third question.]

Participants expressed the importance of pre-disaster training (now) to saving Federal dollars later (post-disaster). Other ideas included:

MARSHALING STRATEGIES	LEVERAGING STRATEGIES
•Sending Federal programs staff to help States and communities develop recovery plans that focus on longer-term recovery needs and challenges.	•Ensure State and local government partners are participants “in the same room” when planning.
•Include pre-disaster training and exercises in planning initiatives.	•All Federal, State, Tribal and local partners should participate. •Increase the availability of proactive grant monies for training, awareness building and planning.
•Empower State and local governments and communities to take responsibility for recovery.	•Use the National Response Framework (NRF) as a template for recovery. •Provide recovery tools and engage in pre-disaster training so State and local communities build capacity to manage and implement their recoveries.
•Provide greater program integration in the Joint Field Office (JFO).	•Increase State and local participation in the JFO. •Utilize NIMS process across all levels of authority (Federal, State, Tribal and local). •Increase collaboration opportunities and improve communications across programs, authorities, recovery sectors and stakeholders.
•Ensure seamless transition from response to recovery within the JFO and between Federal, State, Tribal and local authorities.	•Use response POCs as recovery POCs. •Create a greater role for the Transitional Recovery Office (TRO) — ensuring more permanent attachments to local areas (through employing local staff).

Afternoon Breakout Group 2 RESPONSE

[This was Afternoon Group 2's third question.]

Afternoon Group 2 discussed marshaling and leveraging strategies within the framework of Funding Models and Organization and Operations and Faith-Based and Other Community Partners.

Funding Models

This group began its discussion of marshaling and leveraging resources by echoing points made by other groups:

- State and local governments, individuals and small businesses face significant challenges in



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meeting cash flow needs while waiting on Federal reimbursement dollars. Contingency funds are depleted putting governing authorities, individuals and businesses at further risk.

- Funding models are needed that allow:
 - Immediate access to funding through advances and upfront dollars rather than total reliance on reimbursable funds for recovery needs.
 - Flexible use of available dollars.

Organization + Operations

Afternoon Group 2 discussed recovery organizational structures and determined that they need to:

- Be consistent and have continuity over time to effectively address more complex needs for community rebuilding and longer-term recovery issues.
- Ensure continuous and sustainable recovery staffing capacity.
- Allow for ongoing interagency meetings so information is shared and cross- program conversations are encouraged.
- Ensure institutional knowledge is preserved as organization and staff changes occur to meet changing circumstances.

Participants suggested a moratorium on all Federal funding and income eligibility requirements noting it is almost impossible in the catastrophic recovery environment, to qualify for some programs if the applicant has no job as result of the disaster. Participants want to see income eligibility rules waived.

Another suggested that Federal rules limit appeals. If appeals are limited then rules are set more realistically, universally understood and fewer resources are “used up” in the appeals process.

Faith-Based + Other Community Partners

Afternoon Group 2 also discussed the role and value of faith-based, nonprofits and volunteer communities and other NGOs in recovery, noting the need for closer integration between Federal, State, Tribal and local authorities and these groups. Participants suggested:

- Increasing awareness in understanding to all stakeholders and recovery leadership, of the valuable role, faith-based, nonprofit and private sector partners play in recovery.
- Recovery leadership viewing these groups as “willing partners.”
- Creating a universal database to identify nonprofit, faith-based and other recovery resources to facilitate connections among and between groups, and between groups and those needing help.
- Convening a “kick-off” meeting immediately post-disaster with regularly scheduled meetings through the Project Worksheet phase and ongoing recovery to closeout.

Afternoon Group 2’s grid development looked like this:

MARSHALLING STRATEGIES	LEVERAGING STRATEGIES
•Recovery organizational planning is needed to identify and coordinate recovery resource delivery.	•Organizational structures need to be consistent and have continuity over time to address the complex and longer-term issues involved in community rebuilding, restoration and revitalization. •Ensure sustainable ongoing staff.



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	<ul style="list-style-type: none"> •Encourage ongoing meetings to ensure cross-program conversations and coordination. •Preserve institutional knowledge as the organization and staff changes to meet changing needs.
•Immediate access to recovery funding.	<ul style="list-style-type: none"> •Creation of funding models that do not rely on reimbursable funding. •Flexibility in the use of recovery dollars.
•Participation of nonprofit, volunteer and faith-based community partners and other NGOs in recovery.	<ul style="list-style-type: none"> •Kick-off and ongoing meetings throughout. •Creation of a universal database to identify and access recovery resources. •Leverage recovery resources through volunteer participation.

Afternoon Breakout Group 3

[This was Afternoon Group 2's first question.]

Participants in Afternoon Group 3 noted that recovery programs and resources are found in Federal, State and local programs, through the private and nonprofit sectors and with individuals (e.g. personal insurance). This group also tackled the *Who Runs Recovery?* question. Afternoon Group 3 participant comments on marshalling and leveraging those resources include:

MARSHALLING STRATEGIES	LEVERAGING STRATEGIES
<ul style="list-style-type: none"> •Early identification of skill sets needed during recovery (e.g. architects, planners, those with recovery program knowledge). •Early identification of resources needed to aid recovery. 	<ul style="list-style-type: none"> •Pre-disaster preparedness efforts. •Pre-disaster planning. •Training to increase awareness of available recovery programs and resources. •Request Federal assistance to increase capacity development. •Bring in SMEs and Technical Assistance resources from public, private and nonprofit resources to fill gaps. •Develop contracting tools and in-place stand-by contracts to ensure contractor Technical Assistance is available to fill gaps.
•Availability of appropriate personnel.	•Create incentives to address first responder recovery needs first so that they are back in their homes and available to do community recovery work.
•Develop recovery plans.	<ul style="list-style-type: none"> •Mandate plan development and include BOTH strategic and operational planning. •Define roles, responsibilities and authorities. •Set goals; articulate visions; define expectations. •ID shortfalls and develop strategies to address.
•Identify and coordinate resources.	<ul style="list-style-type: none"> •Enforce the use of NIMS to improve chain-of-command authorities and communications, and ensure consistency in operations. •Ensure "asset awareness:" Federal and State recovery resource assets are known. •Identify resources that require reimbursements and those that can address critical cash flow



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	<p>needs.</p> <ul style="list-style-type: none"> •Identify gaps in insurance. •Identify resources that can be applied to small business recovery needs to help jump start local economies.
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Who Runs Recovery?

One (1) participant discussed the need for NIMS, noting it is used in response and should be used in recovery unless there is some reason it is inappropriate for recovery or does not work in the recovery environment. NIMS articulates appropriate hand-offs and defines when, where and who is responsible for response activities.

Another participant asked: *“Who runs recovery?”* and *“Has a mission been articulated for recovery?”* noting a need for increased Federal guidance and involvement in recovery.

And finally, one (1) participant noted the challenge of balancing the need to “smooth the way” to access recovery resources and the need for more stringent rules to avoid issues like contractor abuse.

Participants felt that the question of roles should be continuously asked at every step of the process: *Is there a Federal role? What are Federal and stakeholder roles?*

[NOTE: The following information is presented differently than the above because different facilitators wrote each.]

PM Session, Table 5

Best practices comments for marshaling Federal assistance to support State and local efforts include:

- Create a recovery roadmap that articulates immediate needs and identifies how funding “flows.”
- Institutional knowledge, rather than an interpretation of “rules,” provides a better definition of intent.
- Having a middle group to issue RFPs and provide implementation guidance can facilitate accessing recovery resources and expedite the completion of recovery projects.
- Having a guide — *A Recovery Guidebook* — to programs is needed.
- Progress is being made to streamline funding processes. Funding currently goes through too many hands (Federal, State and local) and too much analysis before getting to local needs.
 - Let local nonprofits perform some compliance monitoring asks; include accountability requirements at all levels.

PM Session, Table 4

- Rewrite FEMA granting procedures and redefine targets.
- More flexibility is needed in funding. Local authorities need the ability to utilize funds for needs specific to the disaster and the location.
- Recovery leadership and stakeholders need to constantly question: *“What else is needed?”*



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



- The disaster-recovery needs for single parents need to be addressed.

AM Session, Table 4

- Coordination and help in identifying funding leveraging opportunities by ESF #14 is needed. ESF #14 needs to be in the field for a longer period of time.
- Partnerships are needed. Federal authorities need to empower local leadership.
- Starting before the disaster, communities need to prepare better. Incentives need to be provided to encourage community pre-disaster planning and preparations.
- CDBG and other State and Federal programs should be reviewed post-disaster to determine areas for improving the speed at which assistance is provided and coordination to ensure programs complement, and are not in conflict, with each other.
- The process for securing assistance needs to be streamlined and it needs to be more disaster-recovery specific. For example, National Environmental Protection Act (NEPA) requirements may be treated differently by different agencies.

AM, Breakout Session 2, Group 3

This group identified key points and noted them.

Comments on best practices for marshaling Federal assistance to support State and local efforts include:

- ESF #14 is a great model for identifying resources.
- Emergency procurement procedures need to streamline the recovery process not impede it.
- Keep it simple!
- Input from the FCO is valuable especially early in the process.
 - FCO input needs to continue,
 - Avoid the FCO role transforming into an “auditor” role.
- Coordination of Federal agencies is needed at the local level.
- A Web-based catalog of Federal recovery resources would be useful:
 - In facilitating identification and access to needed recovery assistance.
 - Matching funding to needs.
- Developing and utilizing a simple step-by-step tool kit for identifying and applying for funding resources would go a long way to expediting access to resources.
- “Silos” between agencies and up and down levels of authorities need to be eliminated. Greater coordination is needed; conversations and coordination need to occur across programs and authorities.
- A commitment to timely follow through is needed.
- Establish agreements with larger nonprofits and private sector groups pre-disaster.
 - These agreements can be at all levels of authority: Federal, State, local and Tribal.
- Section 8 housing needs to be addressed in the context of recovery.
- Red tap “problems” need to be eliminated from food commodity programs for seniors.
- Need to address mental health issues better.

AM, Breakout Session 3, Group 1

This group identified key points and noted them.

Best practices for marshaling Federal assistance to support State and local efforts include:

- Developing a more flexible system.
- Overcoming of current obstacles in building back “smart.”



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- One state's school system needs to rebuild schools where they are actually needed.
- Finding a way past programmatic nuances that can actually get in the way of recovery.
- Having an appropriate FCO with latitude and an open mind to help provide assistance by getting beyond the bureaucracy of programs.

PM, Breakout Session 1, Group 2

Best practices for comments on marshaling Federal assistance to support State and local efforts include:

- Smaller, "block"-type grants are needed for individual projects.
- CDBG can be difficult to work with and getting definition on requirements can be difficult.
 - Doing more to embed staff knowledgeable about CDBG funding processes and increasing educational initiatives and outreach to community staffs that will be making applications for CDBG funding can help address this issue.
 - Training on funding processes needs to occur prior to a disaster event.
- Better communications are needed to broaden messaging "reach" can boost interest in and attendance at FEMA road shows, which are very good.

PM Session; Group 4 Session 2 (Headquarters Support)

Funding should not be solely on a reimbursement basis. Funding models need to be created so that cash advances are available to "jump start" local recoveries.

- Response agreements (mission assignments, etc.) for Federal resources should be timely and not hold up recovery.
- Marshal Federal resources to improve sustainability and make communities less vulnerable.
- If there is better support for volunteers, then more can be done. For example:
 - *Why can't tent housing for volunteers be kept open longer, so that more work can be done?*
 - See volunteers as a willing partner.
 - Post -9/11, recovery leadership put together an asset-based survey for all faith-based communities to identify how this community could help recovery efforts, what their resources are, and how they could be connected together.
 - That effort can be a best-practices TEMPLATE for future disasters.
 - It could be housed and maintained in a specially-created universal database.
 - In a perfect world, there is one (1) database.
 - Evaluate the grant awards system to analyze the current and required use of multiple databases, looking for opportunities to consolidate..
- Long-term recovery efforts need to be more closely aligned with PA. There needs to be a "marriage" from the beginning.
- An organizational structure is needed to marshal resources. Absent an organizational structure one (1) participant called it "chaos theory in action."
- Uniform ground rules need to be established and used.
- The number of allowable appeals needs to be reduced.
 - Appeals are time consuming.
 - Rules need to be appropriate from the beginning.
 - Flexibility needs to be embedded within them to avoid the need for appeals.



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- Federal assistance as it relates to housing, medical, food and all basic needs, is needed when the disaster happens. There should be a 90-day moratorium on the income eligibility requirements for needed assistance because people lose their jobs and assets as a result of the disaster and can no longer meet the eligibility requirements.

Additional Comments

Best practices for marshaling Federal assistance include:

- Streamlining the funding process.
- The need for policies and regulations to be flexible in time of disaster.
- Providing outreach programs to educate the public sector regarding available resources and how to apply for them so that people with special needs and school teachers are met.
- Creation of an online tool (example: Turbo Tax).
- Training the public on self-reliance in order to recover and rebuild more quickly after a disaster. For example: The goal is not to rely on Edison, the fire department or water department for assistance; the public needs to take responsibility to provide their personal needs and to take nothing for granted. Example: Obtain a generator.
- The need for local agencies to put standards in place to facilitate quick deployment and access to resources.
- Checking backgrounds of persons approved to help.

Comments:

- The “rules” for accessing recovery resources can be a hindrance.
 - Example: Redesigning to rebuild in ways that are not exactly as before can result in funding challenges. Authorities provide funding for rebuilding to pre-disaster conditions but not for improving on pre-disaster conditions.
 - Nuances like “alternate improved projects” (PA) can “get in the way.”
- A good Federal Coordinating Officer (FCO) is key. You can have a fiscally conservative FCO, or someone who envision rebuilding beyond pre-disaster conditions, helping communities connect with recovery dollars and using them in more flexible ways. FCO’s role is to help get beyond the bureaucracy of disaster recovery programs.



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BP Q5 (Original Q14): What are best practices for integrating economic and environmental sustainability into recovery?

Morning Breakout Group 2 RESPONSE

[NOTE: This was Morning Group 2's second question.]

Participants feel that a focus on longer-term recovery is needed and the current focus on response efforts needs to be recast as recovery. For example, when considering economic and environmental sustainability and best practices, Morning Group 2 began the discussion by noting the current focus of Public Assistance (PA) is emergency protective measures, immediate health threats and immediate economic recovery. Within Economic Sustainability, this group addressed Housing, Local Government Cash Flow issues and Work Force Recovery and closed their discussion with Environmental Sustainability.

Economic Sustainability

In considering economic sustainability participants in Morning Group 2 considered post-disaster housing impacts and local government cash flow challenges.

Housing

- With regard to housing, participants asked the question: *Is housing part of economic recovery?* Participants also asked: *Is housing a response or a recovery issue?* Most participants agreed it was both.
- Noting that housing is “required to get people back into jobs” and that one particular post-disaster needed 9,000 housing units replaced, participants answered this question “yes.” The economy cannot recover if employers and employees are not back in their homes. Participants noted particularly the need for workforce housing and said that greater integration of the housing “recovery piece” needs to occur with the “economic recovery piece.”
 - Within the housing sector, Morning Group 2 identified a gap in support. They noted rental housing is an “often overlooked” housing issue. Participants noted that there are resources for homeowners and for public housing but little if any resources for renters. One (1) participant noted that four (4) years post-Katrina, One state’s rental units are not replaced.
 - One (1) participant noted that in a catastrophic event like Katrina, where jobs are lost, individuals, especially renters, have no assets or paychecks to qualify for loans, apply for rental units or other recovery resources.
 - One (1) participant asked: *Is it a Federal responsibility to rebuild rental housing?* Morning Group 2 decided that it was a FEMA, HUD and private sector shared responsibility, especially when faced with catastrophic disasters.

Local Government Cash Flow Challenges

- Participants discussed current FEMA reimbursement programs noting that when faced with a catastrophic loss of the community tax base, immediate funding mechanisms that do not rely on reimbursements are needed to ensure cash flow. One (1) participant suggested cities of a certain size become their own grantee (rather than the State being the grantee and distributing “down” to the city).



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Work Force Recovery

Morning Group 2 felt that workforce recovery needs greater attention and attention earlier in the rescue/response/recovery continuum. Participants noted the important role SBA plays.

Participants also noted the role of universities in economic recovery. Participants think stronger partnerships between universities and local communities can facilitate innovation and the availability of needed research to help communities recover while also helping universities retain staff. Again, it was noted that resources need to be identified and applied early.

Other needs identified by this group included:

- Stabilization of markets.
- Expansion of business loans and grants programs and increased availability of other recovery resources.
- Increased “revitalization” funding.
- Greater support for smaller businesses and smaller projects. Participants felt large projects had attention but smaller ones did not and that adequate resources are not available to support small economic recovery efforts. One state’s GoZone program was noted as an example.

Environmental Sustainability

Participants called for greater integration for the environmental piece as well. Participants noted the relationship between environmental sustainability and economic sustainability. This groups wants to see:

- Increased funding.
- Requirements to include sustainability in rebuilding.
- Incentives to encourage the business community to adopt, implement and incorporate environmental sustainability into rebuilding efforts.
- Systemic treatment of environmental issues, especially in catastrophic disasters, so there are:
 - Single environmental clearances.
 - Programmatic agreements.
 - Single cost benefit analyses.
 - Historic Preservation considerations included in recovery approaches.

Afternoon Breakout Group 2 RESPONSE

[This was Afternoon Group 2’s second question.]

Afternoon Group 2 participants expressed that the same comments noted in the mitigation and resiliency discussion apply to economic and environmental sustainability best practices:

- Identification and application of “common-sense” strategies and “humanized” distribution of information.
- Need for clear roles, responsibilities and lines of authorities.
- Empowerment of on-the-ground, point-of-contact local decision making to maximum efforts.

Additionally this group expressed that economic and environmental sustainability initiatives were geographically and activity-based.



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Opportunities

Taking a broader view, the Afternoon Group 2 noted that post-disaster, communities are recipients of significant recovery dollars, many one-time revenue opportunities. The challenge is determining how to best apply immediate, short-term recovery dollars and one-time revenues — those that are non-sustainable and non-recurring. This group considered how the application of one (1-) time resources might impact economic and environmental sustainability, perhaps applying them to mitigation initiatives and/or using for job training initiatives to create “green” jobs to support the growth of a “green” economy. Participants thought guidance for communities and State authorities on best of use of one- (1-) time revenues would be helpful.

Participants noted that disasters are opportunities for change. Standards for alternative recoveries that go beyond restoration, achieve improvement and are environmentally friendly have huge payoffs to the local economy, individual households and “long-term environmental sensibility.” However, it is noted that recovery is only financed to “get back to pre-disaster conditions” when the “highest and best use of resources” is to go beyond pre-disaster conditions and to be environmentally “considerate.” Another challenge is that although environmentally considerate rebuilding strategies save money later, they are likely to cost more now.

Afternoon Group 2 felt policy and standards changes are needed so people can improve their post-disaster condition, are not returned to vulnerability and are encouraged to build to new green “standards.” One (1) participant noted, “*We can’t afford not to do it [sic].*” Possible solutions are to re-think the application of resources so they “incentivize” green recoveries and ensure more dollars go to benefits and projects and less to administrative and overhead costs.

Other discussion highlights include:

- One (1) participant noted the need for greater “integration” of Department of Labor (DOL) in recovery.
- Another reiterated the importance of having all recovery “players” and participants “at the table” so that innovative and appropriate solutions can be identified and efficiently and effectively implemented with no overlap or duplication of effort.
- Another participant stated that economic and environmental sustainability planning and strategy development should include strategies to engage and involve the participation of marginalized stakeholders to ensure they are fully vested in the process and outcomes.
- All participants expressed that participation from all those involved in recovery must be for longer periods of time to ensure a focus on complex, longer-term recovery issues.

[NOTE: The following information is presented differently than the above because different facilitators wrote each.]

PM Session, Table 5

Comment on best practices for integrating economic and environmental sustainability include:

- Recovery efforts should encourage building back “better,” allowing for the inclusion of environmentally sustainable practices, maybe through incentives.



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- An increased focus is needed on new and “green” technology. For example, the use of solar panels, small scale now, but through increased attention and the availability of incentives could become leveraged, making projects more successful.
- Mitigation does work, though slowly.
- Subject matter expertise is needed from mitigation experts and floodplain managers.

PM Session, Table 4

- Funding support needs to be a higher priority.
 - Also need flexibility in existing regulations.
- Communities, recovery leadership, citizens and funding providers need to consider whether certain areas should be rebuilt. Sometimes rebuilding competes with environmental sustainability goals.
- Increased focus on rebuilding efforts that include alternative energy sources, recycling and other “green” practices are needed. Incentives may be needed to encourage inclusion of these principles when rebuilding.
- Incentives are also needed to bring business back, providing for immediate cash flow needs and offsetting recovery and repair costs.

AM Session, Table 4

- More active involvement and better coordination with, and empowering of, local communities are needed from State economic development folks.
- A post-disaster community vision is needed so jobs and businesses know where they fit into the community’s new future.
- Faith-based and nonprofits leverage Federal funding through their heavy local involvement and knowledge base of local resources and needs.
- Recovery must always involve local decisions and have local ownership.
- Communities and local governing authorities need technical assistance, guidance and strategies to help them set and achieve support environmental sustainability goals.
- Incentivizes are needed for local governments to adopt appropriate codes pre-disaster. Authorities should consider tying incentives and the adoption of appropriate codes to CDBG funds.

AM, Breakout Session 1, Group 2

This group identified key points and noted them.

Comments include:

- Housing for first responders could be on temporary foundations that can be used for transitional housing, and later moved to a location for permanent housing.
- Flexibility is needed because environmental constraints often limit new housing options. For example, housing cannot be rebuilt in the floodplain.
- When talking about sustainability, cultural sustainability needs to be included. When talking about resiliency, the human factor, human resiliency and sustainability need to be included.
 - There needs to be an acknowledgement that culture has many faces.
- A Unity function.
- Economic recovery and the need to find balance between which comes first – individual client-based or re-established businesses, is critical to timely recoveries. Clients cannot



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recover without jobs (and housing). Businesses cannot be re-established without employees.

- Needing to ensure businesses have adequate supported during the interim until enough residents move back into a recovery area to ensure their viability.
- Schools are critical.
 - Residents move back (and can support businesses as both purchasers and employees) when kids can go back to school.
 - In some cases kids may depend greatly on meals provided at school.
- When managing expectations it is important that messaging help create a universal understanding that there is no 100 percent solution.
- Mechanism that provide visibility to returning businesses is needed to let people know which are back up and running in order to find and visit them.

PM, Breakout Session 1, Group 2

This group identified key points and noted them in red.

Comments include:

- Recovery efforts:
 - Need to encourage entrepreneurship.
 - Use green policies in rebuilding.
 - Residents need to be realistic because it can be difficult to get “buy-in” to including green methods in rebuilding.
 - Ensure the rebuilding of levees and provide for coastal and wetland restoration.

PM, Breakout Session 2, Group 3

- Understanding and awareness are increasing that “green” is the future. However, help is needed in getting it done.
- Recovery efforts need to address mental health issues, especially in rural areas.
- Workable sustainability needs to be redefined because Louisiana is losing land, culture and community.
- There needs to be a universal understanding of what “green” means. Messaging needs to be communicate “green” messaging to communities to encourage building stronger buildings with greater energy efficiencies.

PM, Breakout Session 3, Group 1

- Wetland restoration and reforestation need to happen on the local level.
- Maintenance of existing infrastructure is needed and maintenance should be properly recorded.
 - This is important because when infrastructure fails, it can cause major problems, e.g. flooding.
 - FEMA requires maintenance records or other evidence that is not always available, causing significant problems since restoration is limited to a return to pre-storm conditions and not improved to current standards.
- Local entities need flexibility with regard to Federal recordkeeping requirements because proper storage of records is not always possible.

PM Session; Group 4 Session 2

Same principles underscore both concepts:



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- Economic sustainability comes from the State government perspective.
 - Post-disaster there was a short-term and artificially inflated influx of tax revenue generated by recovery efforts (recovery-related construction, purchasing power of out-of-state contractors and FEMA staff, etc.) and recovery funding assistance. The question became: *"How best to use ONE-TIME revenue vs. REOCCURRING revenue."*
- Job-training programs are needed post-disaster. Old jobs may be gone; may or may not return; new jobs are needed.
 - Need to train people in green jobs.
- DOL needs to be more visible in recovery.
 - DOL needs to be more tightly "looped" in to recovery needs assessments and decision-making to help determine their potential role in the recovery.
- Everyone needs a voice. Everyone needs to be at the table. Everyone needs to be at the table longer.
 - *What strategies are we using to include marginalized stakeholders?*
 - Strategies are needed to ensure the inclusion of all people and to make all agencies more accountable to do the same.
- We need to consider alternative ways to rebuild that are more environmentally friendly and help demonstrate long-term benefits.
- Recovery as an opportunity to spend dollars in ways that maximizes benefits.
- Job training must meet the needs of the market.
- Need rebuilding standards to ensure people rebuild the right way.
- If it cost a few more dollars now to make a house better, long-term sustainability costs have been reduced, resulting in a better Return on Investment (ROI).
- Pre-established agreements are needed pre-disaster. Agreements need to define "how things are going to work" so the work goes faster post-disaster and so post-disaster time is not spent creating a "new" recovery system.

Additional Comments

Ideas of best practices for integrating sustainability into recovery include:

- Recognizing the importance of communications in expediting the recovery; a list of resources should be developed and shared.
- Using first responders; people willing to help are underused.
- Ensuring the entire metropolitan area in the declaration process and not having a separation due to democratic policies.

Additional Comments

- Local county/cities are not distributing Federal funds in a timely manner.
- Federal checks are limited because there are no resources available; for example, housing is not available.
- Government forms need to be simplified.
- Vouchers need to be accessible more quickly.
- Housing is unavailable to help displaced disabled people.
- Resources need to be made available to assist hospitals with towels, sheets, beds, etc.



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BP Q6 (Original Q15): What are best practices for integrating mitigation and resilience into recovery?

Morning Breakout Group 1

[NOTE: This was Morning Group 1's fourth question.]

TOOLS + KNOWLEDGE + FUNDING

When considering mitigation and resiliency best practices, participants in Morning Group 1 expressed the need for:

- More tools and funding to support mitigation efforts.
- Greater integration of resources and availability of funding. One (1) participant noted that as an example, elevation funding was not available at the same time home repair funding was available resulting in repairs made before elevation alternatives could be considered.
- Greater understanding and awareness that *approved* Hazard Mitigation Plans are required to be in place in order for communities to receive mitigation funds. Absent pre-approved and pre-disaster-in-place plans, community recovery efforts will either miss out on this important recovery resource or be delayed in receiving Hazard Mitigation funds (while they put together post-disaster plans in order to qualify).

Morning Breakout Group 2

[NOTE: Morning Group 2 began with this question.]

Morning Group 2's discussion focused on mitigation-related planning, rebuilding, funding, education and outreach and incentives.

Planning

Participants began the discussion noting the difference between "community" mitigation and individual or "house-by-house" mitigation. Participants want to see an expansion in the mitigation focus to include the broader community "picture." One (1) participant suggested that a separate plan is needed to address this broader "community" mitigation scope.

Overall, participants felt that mitigation planning needs to be better to achieve mitigation goals and to ensure resilient communities. Participants suggested:

- Planning initiatives address code enforcement and encourage a "hardening."
- Plans include a review of funding models to ensure economic incentives that encourage the incorporation of mitigation in rebuilding efforts are included in mitigation plan strategies.

Rebuilding

When considering rebuilding efforts, participants:

- Want to ensure mitigation practices are included in rebuilding efforts and especially noted State-owned or State-purchased post-disaster properties.
- Noted the rebuilding of one specific hospital and other structures across south Louisiana as a best practice examples. The hospital withstood Hurricane Ike because of the mitigation initiatives and elevation strategies included in the rebuilding effort post-Hurricane Rita.



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Funding

404 and 406 mitigation funding were discussed. 404 funding was defined by Morning Group 2 as that funding going to the State; 406 funding was defined as that funding for specific disaster damages addressed through PA. Participants in this group felt that:

- 406 funding should have expanded applicability beyond specific PA-identified damages.
- Both 404 and 406 funding need to be available more quickly and more guidance is needed for their applicability, especially within the catastrophic disaster recovery environment.

Education + Outreach

Participants want to see increased pre-disaster education efforts that:

- Include and address all recovery partners.
- Increase awareness and understanding of Advisory Base Flood Elevations (ABFEs), flood elevation levels and their importance, V Zones, required Hazard Mitigation planning, how to rebuild to achieve greater sustainability and resiliency, and more.
- Increase understandings of *"What can be done."* One (1) participant noted that he/she particularly liked the approach of *"Tell me why we can't do X..."* assuming that all things are possible unless there is some very specific reason why it is not.

Incentives

Participants in Morning Group 2 thought greater incentives to integrate mitigation would be beneficial and noted match supplements and competitive grants might be a part of an incentive effort.

Afternoon Breakout Group 1

[This was Afternoon Group 1's fourth question.]

Participants did not spend a great deal of time on this question. They were in agreement that for mitigation efforts to be successful, mitigation initiatives must begin "soon" after a disaster occurs. They believe mitigation efforts benefit from State leadership modeling to local communities. Participants felt that grassroots education and outreach initiatives are needed to teach citizens and local governing authorities how to integrate mitigation techniques into long-term recovery and rebuilding efforts, including identifying what resources are available to help them. One (1) participant suggested a forum exclusively focused on mitigation. It was universally noted that mitigation efforts need to "ramp up."

Afternoon Breakout Group 2

[This was Afternoon Group 2's first question.]

Afternoon Group 2 defined mitigation as including resiliency. They were in agreement that successful mitigation relies on planning and planning consistency. Participants noted the social side of mitigation and recommended a focus on the impact of poverty on mitigation efforts.

Programs

When considering specific mitigation programs, participants agreed mitigation resource programs must:

- Be easily understood.



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- Have standardized, simplified, consistent and clear guidelines for accessing and eligibility requirements and the processing of applications.
- Offer clear definitions, articulating who can access; identifying what can be done with resources; and where and when resources are they available.
- Identify clear roles, responsibilities and authorities.
- Allow and encourage flexibility in the application of mitigation resources, using a “common sense” approach.
- Empower “on-the-ground” and local “point-of-contact decision making” to maximize effectiveness.
- Update information in a timely fashion to those needing assistance and have some sort of organizational version control for accurately providing and distributing needed information.

Leverage

To leverage mitigation resources post-disaster, the Afternoon Group 2 suggested:

- Communities and States have pre-positioned and negotiated RFPs and contracting agreements for mitigation planning and project implementation are in place pre-disaster.
- Improving community awareness of mitigation practices and benefits.
- Building motivation through increased awareness of mitigation’s positive impacts on individual recoveries as well as overall community recovery.
- Ensuring that mitigation practices and discussions are universal, involving everyone in recovery.
- Sharing of mitigation results and resources.
- Increasing collaboration across program areas and community sectors.

[NOTE: The following information is presented differently than the above because different facilitators wrote each.]

AM, Breakout Session 2, Group 3

This group identified key points and noted them.

Comments include:

- Ensure resources do not get “bogged down” when restoring basic functions, leaving no resources for mitigation.
- No segregating specialists. Recovery and mitigation should have an integrated functionality and approach.
- Federal mitigation dollars need to be available for new construction.
- Mitigation needs dedicated resources.
- Implementing a statewide building code and subsidized code enforcement are best practices.
- Open schools as quickly as possible.

PM, Breakout Session 2, Group 3

- Integrating environmental sustainability with hazard mitigation ties environmental sustainability to basic self-preservation interests, increasing awareness and perhaps acceptability. Both are very important to increasing resiliency.



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- Limitations of the *Stafford Act* regarding commercial structures that needs Federal authority to be removed need to be addressed.
- Accountability measures need to “figuring out a way” to ensure people qualifying for assistance do not get fraudulent double payments by insurance companies.
- Large-scale relocation of displaced citizens needs to be addressed.
 - These people are needed to work in the Louisiana local energy sector.
- Local governments need better communicates and connectivity with local businesses.
- Zoning changes need to balance residential and business needs.
- Funding assistance for small businesses is needed to help them meet regulatory requirements in order to reopen.
- Need to increase funding for elevating buildings in flood zones because funding is often insufficient.

PM, Breakout Session 3, Group 1

- Flexibility within policies and authorities and updates to policies and authorities are needed to allow “simple logic” to rule over strict regulatory interpretations.
- Funding for mitigation needs to be released much earlier in the process.
- Paper work is “cumbersome” and needs to be streamlined.
- Appropriate technical assistance needs to be provided when implementing mitigation initiatives.
- Incentive should not be on the outflow of funds.
- Local input is needed when considering and developing long-term human recovery strategies.
- More follow-up needs to be incorporated into the recovery process.
- One particular foundation was noted to have valuable reports that can inform recovery planning and decision-making.
- Permitting and environmental processes need to be revisited to ensure flexibility is appropriately included in mitigation policy to ensure initiatives can be implemented.
- Emergency waivers are needed for doctors and volunteers participating in recovery.

Additional Comments

Suggestions for best practices for integrating mitigation and resilience into recovery include:

- Acknowledging there are problems.
- Seeking other plans used and sharing new ways.
- Using studies of past disasters to identify what should and should not be done.
- Using Katrina as an example of how to prepare and respond.
- Proposing material supplies, practices, procedures, finance classes and government policies and procedures that fit.
- The need for recovery dollars to be flexible in order to be used quickly.
- The pre-identification of communication flaws.
- Funding mitigation during recovery.
- Deciding how to manage quickly the long-/short-term recovery process.
- Improving the procedures used to expedite the process.
- The study of information for best practices prior to disasters.
- Using financial statements and digital pictures to obtain funds from FEMA.



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- Learn from past success and document so failures can be changed into success. Coordination with other agencies – all need to incorporate together and not work independently; need to be connected.

BP Q7 (Original Q16) What else would you like us to know?

AM Session, Table 5

- Document strengths and weaknesses to identifying needs as you move through the recovery through after action reviews.
 - This needs to be coordinated and intergovernmental (look to other post-disaster examples).
- Institutionalize ongoing communication and create a sustained partnership.
- Mitigation needs should be locally identified and may include looking at things in a different way – there may be new ways to rebuild.
- Take opportunities to improve or expand things during rebuilding, including technology.



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ROLES + RESPONSIBILITIES + COORDINATION



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Roles + Responsibilities + Coordination

EXECUTIVE SUMMARY

When considering roles, responsibilities and coordination within the context of recovery, the need for planning, training, coordination and cooperation are identified by participants in the New Orleans Stakeholder Forum as necessary for achieving successful recoveries. They note that response is volunteer-based while recovery requires planners, engineers, organizers, architects, communications professionals and more and “there is no static talent base.” It is either: “Buy it. Grow it. Or sustain it as excess capacity during peacetime.” Recovery includes new funding sources to address new needs. But the job of recovery is to make recovery jobs obsolete — it is not a job creation mission. Because it requires new skill sets, participants feel it is important that all stakeholders, partners, authorities and anyone involved in recovery understand clearly defined roles. Participants want recovery leadership to look at past disaster recovery initiatives and see what worked, review and possibly change — from a policy standpoint — some of things that did not work and to start planning immediately for future disasters so that those impacted by disasters have a roadmap that leads them to recovery expertise and financial assistance.

EMERGING THEMES

Participants feel there is a need to elevate recovery planning in importance, more like the focus now given to response planning. To achieve successful recoveries, participants say what’s needed are people, financial resources and “know how.” They also say what’s needed is coordination, education and planning. They state there is a need to consider catastrophic events and their impacts in ways that are not contemplated for smaller scale events. Partnership development, clearly defined roles and the importance of communications were underscored by forum participants. Those involved in the group discussions also identify funding processes, timing and gap identification as important issues that should be addressed.



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More specifically following are some of the emerging themes that were identified based on discussions held at the New Orleans Stakeholders Forum:

- **Plan Now**
- **Catastrophic Events**
- **Define Roles**
- **Develop Partnerships**
- **Streamline Processes**
- **Streamline Funding**
- **Identify + Fill Gaps**
- **Communicate**

Plan Now

Echoing comments made when responding to *Defining Success* and *Best Practices* questions, participants said while there is ample response planning, there is a lack of recovery planning. Some point to the *Stafford Act* as one reason. They advocate that local and State governments need to have a plan in place pre-disaster to facilitate recovery funding and to expedite recovery initiatives, shortening the time from disaster to completed recovery. One participant noted, “We plan to get people out. We need to plan to get them back.” Restoration of populations, jobs, infrastructure and more are key recovery planning milestones and the speed at which they are achieved is dependent in part on an organized, coordinated and fully funded recovery effort. In addition to recovery planning, participants noted to subsets of plans needed to support recovery efforts. They want to see the development of *Asset Deployments Plans* and *Comprehensive Service Delivery Plans* before a disaster occurs. And they want planning efforts to start now.

Catastrophic Events

Participants discussed that policies, plans and processes are developed with little regard to the size and magnitude of an event. Catastrophic events cannot be handled with the same rules and constraints as a smaller scale event. Disasters accelerate and amplify stress local governing authorities, especially those with limited pre-disaster resources. Participants advocate flexibility in processes to facilitate meeting the unique needs of local communities in the least burdensome way possible and so that recovery efforts move forward. Some participants want to see a centralized



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coordination body for the delivery of social services, especially when faced with catastrophic disasters. Participants say that “statutory authorities are the biggest roadblocks to recovery.” They suggest a review of the *Stafford Act* and other authorities to determine what new authorities and policies are needed to so that flexibility is possible and so that the longer-term challenges of recovery can be addressed with the goal of helping communities become whole.

Define Roles

Participants reasoned that agency roles and the roles at each level of authority — local, Tribal, State and Federal — must be clearly identified to make best use of capacity. Each recovery stakeholder, partner and resource provider needs to understand his/her role to ensure seamless coordination of effort during recovery. Each organization and recovery group needs to let others know what it can do and each organization needs to learn what other agency capabilities are so that coordination creates efficiencies. Participants want to see roles identified and defined and relationship between recovery partners understood pre-disaster. Most participants feel local authorities and citizens must lead their recoveries with State and Federal support when and where needed. One participant sees it this way: Local stakeholders identify needs, The Federal government provides resources. States ensure resources are properly used. Local and Tribal authorities carry out delivery. Another said that States organize and coordinate disaster recovery funding, help prioritize needs, provide recovery guidance and maintain a safe and secure environment so recovery can proceed. And another said that local communities and businesses identify needs and State and Federal governments respond. Everyone acknowledges the role of the Federal government in providing resources and while most participants spoke of that in terms of funding, some acknowledged that technical assistance and recovery expertise from the Federal agencies are important assets in recovery. Participants want Federal support to “step” in without States or local officials having to demonstrate a lack of existing capacity.

Develop Partnerships

Local, State and Federal governments should develop partnerships prior to a disaster. Partnerships should be predetermined, prearranged and exercised and skill sets assessed to allow for seamless delivery of resources. An important benefit of partnership development is the identification of opportunities to leverage resources and efforts resulting in more efficient recoveries that avoid duplication and innovative outcomes. Noting their access to neighborhoods, local knowledge and



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“cultural competency,” participants emphasized the important role nonprofits, faith-based communities and the private sector have in recovery and advocate their involvement in early pre-disaster planning efforts and throughout recovery. Participants suggest nonprofits be trained in the *National Incident Management System* (NIMS).

Streamline Processes

They suggest setting priorities drives resources toward local expectations. They also recommend identifying what processes can be waived ahead of time and simplifying others by developing pre-approved practices/procedures.

Streamline Funding

While partnerships are an important and mission-critical piece of recovery, participants said that recovery funding should not go through existing programs; that there are unintended consequences to applying existing “rules” designed for other purposes to recovery. Recovery needs its own funding. They note that “eighty percent” of time spent at the State level relates to funding “rules.” Further, there needs to be a solution in place when local communities have no matching funds. And participants observed that a reimbursement model does not work if entities have no funds to spend upfront. Some suggest a pro-active grant from FEMA to incentivize local governments in recovery or a transfer of funds from the Federal to the local level directly. There is a general feeling that due to a bureaucratic layer, funds are not released in a timely fashion. And participants note that streamlined and non-reimbursable funding strategies are needed not only for citizens, businesses and local communities but for nonprofits, faith-based communities and other NGOs who are on the ground providing resources.

Identify + Fill Gaps

Participants feel that the time to identify and fill gaps is in the planning stage and believe one of the most critical gaps is limited human capital. Populations scatter and key personnel like building inspectors, real estate specialists, insurance adjusters, property managers and administrative personnel are often unavailable. State and local governing authorities have to use already over taxed staff to do double duty in managing recovery while also attending to their “day jobs.” The workforce is scattered and previously available manpower is nonexistent. Participants want recovery leadership to have a better understanding of the impact of poverty on accessing resources



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and achieving human and community resiliency. There should be constant dialogue between nonprofits, businesses and community leaders to help identify and fill potential gaps in resources ahead of time. Other gaps exist: Cash flow for businesses rebuilding after a disaster; the lack of assistance for those who rent, affordable housing, in insurance coverage, accelerated training needs, limited resources to address health and mental health needs, and more. Participants want to see solutions identified and put into motion during the pre-disaster planning phase.

Communications

Participants feel strongly that communications is one of the keys to successful recovery because successful communications builds trust. They advocate that communication must be a two- (2) way street (giving and getting information) and embedded at all levels of the recovery effort. Communications needs to be constant, transparent, effective and ongoing from response through recovery. Successful communications help manage expectations, create a common understanding of goals and articulate realistic timelines for a return to “normal.” Recovering communities rely on strong communications networks to give them the information they need to make recovery decisions and access recovery resources. Participants suggest using present databases for improving communications and connectivity among and between recovery partners, stakeholders and citizens.

INNOVATIVE IDEAS

- One participant recommends a coordinated IT infrastructure for recovery to eliminate the need for duplicated information from applicants, along with guidance on privacy issues to avoid problems with data sharing in the future.
- One participant suggests studying the higher education response to Hurricane Katrina as a *Best Practices* model for roles and responsibilities — Recovery leadership identified academic resources, placed students in alternative institutions for an interim period, and did tuition transfers to maintain financial viability.
- One participant recommends designating a local nonprofit in each community with the ongoing responsibility of disaster recovery, including capacity building.



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- Another suggests support for a “right-to-return” policy for displaced individuals, modeled on international work done by the United Nations (UN).
- One participant recommends the establishment of Web sites with information on work and volunteer opportunities.
- Another suggests the development of a recovery decision-making tool kit that provides a decision-making model, helps communities identify recovery needs and with funding applications.
- One participant recommends the development registry of organizations and individuals available to assist with recoveries, including nonprofits, faith-based organizations, other NGOs and members of the private sector.
- Another suggest developing a nonprofit citizen corps of trained volunteers ready to assist with recovery.
- Participants again mentioned creating a recovery czar position.
- To encourage personal responsibility, one person suggests creating a savings match program that provides a Federal match for every X dollar citizens put into a *Disaster Recovery Savings Account*.



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RR Q1 (Original Q6): What are the appropriate State, local, and Tribal, roles in leading disaster recovery efforts?

Group I

- State and local first: Local governments take a lead role followed by the State in disaster recovery efforts.
- Alternatively, some participants said: In order that time, effort and resources are not wasted, the State takes the lead role to determine critical need for disaster recovery.
- Local governments are responsible to provide the proper information to its citizens.
- State assumes the role of:
 - Releasing top information and providing specific and intentional visioning for the creation of communications systems and databases.
 - Organizing and coordinating disaster recovery funding.
 - Coordinating with local governments in leading disaster recovery efforts.
 - Prioritizing and providing recovery guidance.
 - Maintaining a safe and security environment in the disaster recovery effort.
- A proactive response is needed for recovery efforts.
- A baseline is needed for disaster recovery efforts so that recovery progress can be evaluated against conditions that existed pre-disaster.
 - The Tribal role is to organize its community.
- Enacting plan + informing people of recovery plan.
 - Transportation.
- The re-evaluation of existing plans is executed by State, local and Tribal governments.
- The local community needs to guide recovery case management in order for individuals to recover financially and psychologically.
- The State needs to engage local fire and police departments along with Tribal leadership to ensure community security – a first major need in disaster recovery.
- The assessment of local community nonprofits and faith-based organizations is needed to determine what their resources are and what role they can play in recovery. Nonprofits and faith-based organizations can also assist recovery leadership in assessing community needs.
- Federal and State recovery leadership and program managers must have local connections and relationships deep into communities to be effective. They also need a two (2) communications relationship (information is given and solicited) that is grassroots inclusive and grassroots informed. – sequential way interacting with local + State.
- Community organization is the key to effective communications up and down the chain of command and across the spectrum of recovery partners and stakeholders.
- A list is needed of faith-based community leaders (grassroots) to “feed” into recovery decision-making processes, so faith-based communities can be called upon to assist in community messaging and needs identification.
 - Faith-based community leaders need to be involved in recovery planning.

Group II

- More communication is needed from the beginning (briefs, outreach). Earlier communications help ensure better recoveries.
- Communications efforts need to be mindful to avoid “filters” which can lead to miscommunication.



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- Efforts need to be unified across all levels of authorities and program areas.
 - Recovery partners need to build relationships.
 - Efforts need to be interwoven throughout day-to-day processes.
 - Regularly scheduled (quarterly perhaps) coordinated efforts need to be implemented.
 - Initiatives need to be wider and broader in scope.
- Federal government provides resources. State ensures resources are properly used. Local and Tribal authorities carry out delivery.
- Integrating mitigation (communication systems, generators) falls between agencies making it difficult to identify funding.
- The Federal government does not always understand funding needs of locals.
- The State needs to know different avenues for funding sources beyond FEMA.
- A different mix of people is needed for response and recovery and to identify resources appropriate for both.
 - A State and Federal coordinator are needed.
 - The State helps to raise awareness among communities and towns of the availability of recovery resources and how to access them.
 - The State advocates for locals.
 - Federal leadership:
 - Identifies Federal resources adequate to address local recovery needs.
 - Identifies gaps in funding resources.
 - Helps to develop solutions to address unmet needs.

Group III

- Local and Tribal governing authorities should lead recovery efforts with support from State and Federal resources.
 - However, locals do not always have the capacity to do so.
- Those first impacted “need to lead the show.”
- Regional planning needs to take place and locals need to participate.
 - Local players (private sector, nonprofits and the State) need to develop a recovery plan to feed into regional planning efforts.
- States and Federal authorities need to provide assistance to local communities to build planning and recovery capacity.

AM Session, Group 3

Group 3, Section C (Roles and Responsibilities)

- Stabilization and resiliency are the most important outcomes of recovery.
- Tribal (similar for other agencies) needs to have a recovery plan and SOPs for disaster response.
- Recovery process should start and end locally — driven by the local community and agencies.
- Locals should take the lead, with State and Federal support for their efforts.
- Federal funding passes through the State. Recovery planning and those who make the decision on the allocation of resources need to recognize there are different priorities among various local areas.
- Recovery funding occurs through local block grants (HUD), with decisions on day-to-day funding through local CDBG entitlement. This system is cumbersome for disasters.



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- Different implementation and funding is needed for the disaster process, including a different “magnitude” of funding.
- The existing funding sources need to be re-channeled by local jurisdictions; spending for recovery can affect other priorities.
- The existence local control obscures the difficulty of spending available funding. Local conversations are not policy-based, because spending rules shape the limits of policy options. 80 percent of the time spent at the State level is related to funding rules.
- Most recovery activities are not possible with FEMA and CDBG funding. The “rules” in the statutory authorities are “the biggest roadblocks” to recovery.
 - Recovery funding should not go through existing programs; there are unintended consequences to applying the rules to recovery circumstances.
- Information about recovery plan specifics and “next steps” needs to be widely disseminated.
- The existing system is very regulated and designed for an “ordinary disaster.”
 - With Katrina recovery, the volume of projects and output needed could not be met.
 - Communities need assistance in planning for recovery.
 - There needs to be a different type of “game plan” to address catastrophic events.
- The Federal role should be to coordinate resources from multiple agencies; identify resources, gaps, and overlaps.
 - Bringing a “toolkit” to local and State governments to assist them with decision-making, identifying needs and applying for funding is helpful.
 - Local government should identify needs and make recovery decisions.
- There needs to be a local role in planning, but Federal agencies may be best suited for implementation of some actions.
 - The key is to not separate liability and responsibility– this results in paralysis.
- There needs to be a way to institutionalize disaster recovery-specific knowledge, experience and resources and share it — “front load” it to small agencies with a lack of capacity.
- Creating a contingency account for recovery spending could be a useful tool.

AM Session, Group 1

Group 1, Section C (Roles and Responsibilities)

- Local governments should take the lead in recovery, with State and Federal support where needed.
- Local governments have financial and personnel constraints: They need people, financial resources and know-how.
- Local governments should take the lead in developing a recovery plan and in direct goal-setting.
- All levels of authorities, all recovery partners and all stakeholders along with citizens need to operate as a team, with a grassroots base.
- The role of Tribes and local governments is to set priorities and communicate them to their constituencies and to those who provide recovery resources. Otherwise, everything becomes a priority, resulting in chaos.
- Priorities need to be coordinated among different agencies.
 - Local needs may not meet other priorities.
 - State and local priorities may not be the same.
 - States must also prioritize among local areas, on a day-to-day basis. Somebody needs to identify all priorities for evaluation.



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- The key to successful disaster recovery is for locals to know what resources and assistance are available to them.

AM Session, Group 2

Group 2, Section C (Roles and Responsibilities)

- Coordination must be ongoing. Local governments need to have control; if they are not able to function, control should pass to the State, then the Federal government.
- There need to be mechanisms to identify when locals are not functioning, and a chain of responsibility for those cases.
- There must be a partnership – predetermined, prearranged and drilled.
- Those with experience need to pass it on – mentoring should have a national scope.
- There needs to be an increased interest in “COOP” planning and alternate ways to do business in a worst-case scenario.
- Planning processes need to be greatly broadened to include everyone and have an all hazards approach.
 - Dress rehearsals are needed to troubleshoot.
 - Communications capacities and resources need to be identified along with alternative methods of communication.
- Federal emergency gap funds need to be identified and set aside to deal with uncertainty and unanticipated needs.

PM Session, Group 3

Group 3, Section C (Roles and Responsibilities)

- The State should lead efforts, then local governments.
 - Federal role should be appropriations; it needs to be immediate and consistent.
- State policies should guide the recovery process.
- COOP agreements are needed between State and local governments.
- State and local governments should establish the framework for recovery, including standards and codes for rebuilding.

PM Session, Group 1

Group 1, Section C (Roles and Responsibilities)

- State must take a more active role in recovery. A written plan is needed for long-term human recovery (not just physical recovery).
- There should be a central coordination body for the delivery of social services.
 - An intentional redundancy strategy is needed for when an agency can not perform.
- At the local level, long term recovery committees need to be created and in place pre-disaster.
- Institutional memory is also important so that experiences and lessons learned inform preparedness, response and recovery when faced with the next disaster.
- The Federal government needs to define the scope and limits of recovery activities. State agencies need to understand expectations.
 - All parties involved need an understanding of roles and coordination.
 - The “buck stops” with the Federal government.
 - The Federal government should step in without States or locals having to demonstrate a lack of existing capacity.



FEMA

STRENGTHENING DISASTER RECOVERY FOR THE NATION



- FEMA is not set up for long-term recovery. Processes need to be revamped to address recovery.
 - Transition to other agencies must be smooth.
- Congress should revamp the current FEMA structures to better equip it to address large events and catastrophes.

PM Session Group 2

Group 2, Section C (Roles and Responsibilities)

- Local communities and businesses should identify needs, and State and Federal governments should respond.
- Long-term recovery offices in each parish/area should have “one (1) table” for frequent communications to ensure ongoing needs are identified, progress in recovery is monitored, continuity of needs and resources is assured.
- Local disaster-impacted communities and citizens are the customers; others are suppliers.
- One (1) participant said that there is too much of the “golden rule” – resources providers make the rules for the distribution of their resources. However, sometimes the “rules” don’t work for specific situations or when addressing unique needs.
- Multiple reviews are not needed; duplication of review should be avoided. Rely on local knowledge to define recovery needs and requirements (architects, engineers, etc.)
- The State is accountable for funding.
 - The State distributes recovery funds.
 - A review panel is needed to expedite funding.
- The authority to override regulations and “rules” is needed.
 - There needs to be flexibility.
 - Waivers may be required in some circumstances.
 - This override should be done by local and State governments.

Morning Session, Round 1, Table 9

- One (1) suggestion is to view recovery through FEMA divisions; use these divisions to establish common terminology among State, local and Tribal entities.
 - Hazard Mitigation
 - Public Assistance
 - Individual Assistance
- Acknowledge that each organization has its own perspective and find ways to work with these differences.
- Think about roles in terms of phases.
 - Pre-disaster planning: Infrastructure, housing and education are important sectors to address immediately post-disaster. Plan now. (Additional comment: Education is very important).
 - Establish a vision for community recovery.
 - Post-disaster: Think about roles with respect to each phase.
 - Immediate
 - Short-term
 - Intermediate
 - Long-term
- Improve assignment and more clearly define roles by examining past recovery efforts.



FEMA

STRENGTHENING DISASTER RECOVERY FOR THE NATION



- Define lines of communication during pre-planning efforts.
 - Get information to citizens.
 - Particularly role definition information.
 - Share information between State, local and Tribal entities to ensure consistent messaging.
- It is important to formalize and institutionalize recovery roles and relationships.
- Planning for recovery needs to be improved.
 - Substantial planning for response occurs; now it is important to move towards planning for recovery as well.
- It is very important to consider when the public is ready to think about recovery.
 - The willingness of the community to quickly consider recovery is context and disaster dependent.
 - Depends on severity and trauma associated with disaster.
 - Also depends on how the public is recovering from initial shock and trauma.
- Local and State recovery leadership should consider emulating Federal organizational models and recovery roles.
 - By echoing *National Response Framework* roles terminology becomes consistent.
 - Seamless integration between State and Federal agency support if seamless.
 - But, roles need to be communicated better.
- Information regarding the funding distribution process needs to be disseminated better.
- States need to utilize tools that are already available.
- For example, use existing networks and capabilities to identify most vulnerable citizens rather than sending work out to a contractor. Tribes are informed and involved, but need to re-emphasize their role as partners.
 - Employ knowledge sharing by communicating roles in this Region to other Regions to use as an example or template for roles in other Regions.
- Tribes are another existing system with a communications network that can be tapped to support recovery messaging.
- Communication needs to go two ways (between local, State, Federal, Tribal and back).
- Consider centralized statewide roles.
 - Gustav and Ike: State provided funding; parishes identified needs and ran programs.
 - Katrina and Rita: State provided a more centralized role.
- Consider direct grants to cities.
 - An appropriate framework exists for entitlement communities.
 - This would streamline the process and recovery would move faster.
 - Transfer funds directly from the Federal government to cities (bypassing State government).
- If Federal government incentivizes local governments to take more responsibility for recovery, local governments would be more aware of resources available.

Morning Session, Round 3, Table 8

- Local and State governments need to have plans in place pre-disaster to facilitate funding.
- Emphasize pre-planning and coordination.
- State and local governments should understand disaster-recovery needs so the Federal government can provide guidance, leadership and coordination (including ensuring true stakeholder representation) to help see that those needs get met.



FEMA

STRENGTHENING DISASTER RECOVERY FOR THE NATION



- Local governments should:
 - Pre-plan and reassess.
 - Plan short- and long-term recovery.
 - Be responsible for expectations management.
 - Expectations should be clear and concise.
 - Be decisive in time of crisis (local and State) even if plans have not been developed before hand.
 - It is important to communicate recovery decisions.
 - Signals should be sent that local government is responsible and supported by Federal government.

PM Session, Round 1, Table 8

- State and local officials should set goals and expectations.
- It is important to maintain a open and robust lines of communication.
 - Communicating expectations is important.
 - It is also important to get buy-in on expectations.
- Ensure citizen and constituent involvement in recovery planning and decision-making.
- Each entity should identify what it can do and what it expects of others.
 - Priorities help drive outside resources toward local expectations.
 - Identify milestones and trigger points.
- Identify the best contact person in each area.
 - Especially rural Louisiana.
- There is sometimes a disconnect between Tribes, State and local governments.
 - One (1) suggestion is to identify roles pre-disaster and have well-developed communications strategies in place, also pre-disaster.
 - Another suggestion is to establish partnerships and cultural competencies.
 - The State needs to reach out to local entities.
- The State's role should be to identify recovery goals and know what they want or need.

PM Session, Round 2, Table 9

- It is important to share information.
- Local governments should be responsible for involving the community in planning for recovery.
- Definition of local includes both parishes and nonprofits:
 - Roles need to be clear.
 - Funding priorities need to reflect human needs.
 - Human needs are as important as infrastructure.
- Local governments should decide priorities as much as possible.
 - This empowers local communities.
 - Acknowledge that sometimes politics is a challenge.
- Consider use of existing Community Development Block Grant (CDBG) system to provide funding.
 - Define parameters for local governments in terms of how funding is applied.
 - State sets these parameters. For example, the State determines the percentage of funding that can be spent on infrastructure versus human needs.



FEMA

STRENGTHENING DISASTER RECOVERY FOR THE NATION



- Various levels of government should reevaluate spending priorities; State and Federal authorities should play less of a role in the allocation of money.
 - The amount of regulation needs to be reduced.

PM Session, Round 3, Table 7

- Need to define what is local:
 - *Is it, neighborhood organizations, faith-based groups, nonprofits, all of these, some of these, none of these?*
- Leadership should come from local entities:
 - Elected by local people; dealing directly with local people.
 - Research supports this position. Some researchers have determined:
 - Local entities know how to allot funds (they have the appropriate knowledge).
 - Local leadership in disaster recovery is empowering for local communities.
- State and Federal governments should only provide funds.
- Priorities should be set initially, then adjusted over time:
 - Stakeholders should be involved in this process and the process should be inclusive of vulnerable populations!

Group IV

- State and local leadership takes on the role of lobbying Congress for funding to start recovery.
- Local citizens and governing authorities have to lead recovery. All authorities others (State and Federal) support. If local doesn't take the lead role for whatever reason, then States will.
- Capacity issues are dependent on the size and scope of the disaster.
- Recovery can be hampered if resources are insufficient or limited.
- The Stafford Act gives authority for the Federal response to disasters; the Federal government has a support role and there are rules and regulations that govern the Federal role.
- The bureaucracy needs to be decreased at all levels.
 - It is difficult to access funds and funds often do not get released (timely) at the Federal and State levels.
- The role of local authorities, stakeholders and citizens is mission oriented.
- The Federal role is "rules" oriented, but should be mission oriented.
 - Outcome-oriented focus is needed from the Federal government.
- There is not enough coordination on the ground across all levels of government and across recovery resource providers.
 - Sustainability is an example of this.
- The action plan for response is not adequate for funding requirements for recovery.
 - A recovery plan needs to be developed and submitted, in addition to a response plan.

Group V

- More opportunities are needed for States and cities to come together as one (1) entity for disaster recovery.



FEMA

STRENGTHENING DISASTER RECOVERY FOR THE NATION



- Needed on an ongoing basis.
- Mitigation planning is needed.
- Linkages between Federal, State and local authorities and stakeholders are needed.
 - More communication is needed among and between authorities and stakeholders and more policies are needed to guide recovery.
- State of Louisiana had to distribute all disaster money, which was burdensome.
- Effective leadership is needed at all levels.
- The Federal government can only provide so much assistance; State and local resources need to provide on-the-ground help.
- Local governments need to provide individual assistance.
 - Public educating is needed to provide visibility of existing resources.

Group VI

- All disasters are local:
 - The State takes on role of coordinating agent.
 - The Federal government takes on the role of providing resources that State and local governments do not have.
- The State leads forward thinking and lessons learned for next disaster.
- State needs to provide a roadmap to locals and nonprofits to explain how to access funding.
- Strong dialogue is needed between State, locals and nonprofits to understand needs:
 - Integrated planning needs to occur so that programs and resources are designed and delivered to have maximum recovery value.
 - Coordination is needed from the start and in the pre-planning stage.
- In Louisiana, the State has ongoing interaction with parishes – they know what resources are needed and the requirements that need to be met to access them.
- Partnerships need to be established ahead of a disaster.
- Within parishes or counties, nonprofits should be integrated in to planning and resource sharing.
- For coordination, they have to learn from doing (emergency management), but they can share systems and structures from other States.
- State's role is to provide organizational structure to coordinate nonprofits, which is already happening in some States.

Additional Comments

- Leadership comes from the local level.
- People need to respond to their own disasters.
- Local means neighborhood organizations.
- State and Federal authorities write the checks.
- Priorities need to be set initially, and then adjust over time.
- Need to include all stakeholders including marginalized populations.

Additional Comments

- The lead for recovery should come from local authorities and citizens.
- State and Federal roles are to assist when needed. However,
 - *How do you affect local leadership?*



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



- *What if local authorities do not have the people or resources to manage recovery? Or have the capacity to lead?*
 - *Do locals need to build the plan?*
- Partnerships need to be developed from grassroots and progressing up the chain of leadership.
- Tribes need to set priorities and communicate them.
- Coordination of recovery stakeholders and decision-makers is needed in setting recovery priorities.
- In the end, stakeholders and governing authorities need to be in agreement; however, local needs may “run counter” to what State priorities are.
 - *How should those disagreements be resolved?*
 - Funding may not be available for priorities that are not shared with others. Funding is likely available for those priorities that are also State or Federal priorities.
- Locals need help knowing what programs are available and how to access them.
- The types of assistance that Federal and State authorities should provide are the know-how, people, programs and money.
 - Assistance should be tailored to each unique set of circumstances and each unique challenge.
 - Priorities shift day-to-day, so assistance needs to be flexible.



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STRENGTHENING DISASTER RECOVERY FOR THE NATION

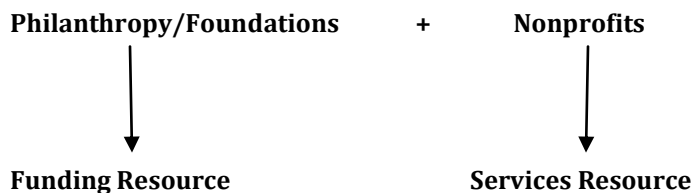


RR Q2 (Original Q7): How can the nonprofit and private sectors be better integrated into recovery?

- Grassroots organization is critical to identifying resources needed from Federal and State recovery partners.
- Nonprofits and private sector partners need to be identified, their availability known and their roles in recovery defined.
 - Skills assessments need to be made and Tribal and local governments need to know available skill sets.
 - State is responsible for organizing a master list of skills and organizations already registered with the Secretary of State to assist in disasters and asking critical questions to get them included in the master list/database.

Group VII

- Nonprofits provide services, labor, subject-matter expertise and more. Foundations on the other hand are potential sources for funding, and both can participate throughout recovery.



- Philanthropy works directly with nonprofits, providing funding. Donors can fill gaps while communities wait for Federal funding.
- Private sector is responsible for rebuilding, along with Army Corps and other Federal partner agencies.
 - Communications are not coordinated yet with private sector and need to be.
- Need to determine and pinpoint time each year to discuss recovery requirements and opportunities with the private sector. For example: *How will goods and services be procured is an important topic. What are bid requirements, e.g.*
- The Federal government should do tabletop exercising with nonprofits and the private sector for recovery.
 - Building relationships and educating need to be done on a Regional level.

AM Session, Group 3

Group 3, Section C (Roles and Responsibilities)

- Private sector needs for government sector to make the collaborative process function. *How do we move forward?*
- Currently there is no private sector input in to the recovery process, but the private sector “bears the brunt” of process roadblocks (delayed or absent funding).
- Local responsibility is important. The nonprofit and private sectors are typically more flexible than governing authorities.



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



- Public sector strength is in funding and mobilization.
 - *Do we need the programmatic restrictions (CDBG) that are currently in place?*
- Government is very effective at accountability, less so at expediency. That's reversed for the private sector. *Can the private sector be mobilized in accountability as well as expediency/operations?*
- A true partnership with the private sector is necessary to overcome slow moving bureaucracy.

Key Points:

- Federal government needs to work at streamlining and providing a toolkit of resources to State and local governments.
- There are multiple levels of disaster; not a one-size-fits-all approach.
- Private sector needs to be better used, including in "accountability" functions.
- New structures are needed for recovery operations; don't channel through existing programs.

AM Session, Group 1

Group 1, Section C (Roles and Responsibilities)

- Private sector and nonprofits need to be involved in the recovery planning process as stakeholders.
 - Specific private and nonprofit roles need to be identified in recovery efforts.
- Every community should have a nonprofit for disaster recovery – its ongoing work should include capacity building and "bridge" building between recovery resource providers.
- Recovery leadership needs to work with the private sector to ensure small businesses are involved in recovery planning and decision-making.

Key Points:

- Integrate private sector and nonprofits into recovery planning as stakeholders.
- Recovery needs a true partnership, with transparency and teamwork. Build the partnership pre-disaster.

AM Session, Group 2

Group 2, Section C (Roles and Responsibilities)

- There is a process for coordination currently, but it is difficult to implement in a catastrophe.
- Nonprofits must be made aware of recovery issues and integrated into recovery plan implementation.
- State and FEMA liaisons are needed for nonprofits and the private sector to facilitate communications, coordinate activities and to achieve a more fully integrated approach to recovery.
- Pre-planning is needed pre-disaster.
- Greater connectivity with and inclusion of the private sector is needed.
- There is a need for "hardened facilities" with a day-to-day use, and capacity to expand for volunteer coordination and housing. Everyone needs to know where they are.
- Housing needs to be available for volunteers. There have been difficulties with volunteer housing in the past.



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



- Organizations in the disaster area have also been affected. Aid from outside is still needed.
- A network approach, like National Voluntary Organizations Active in Disasters (NVOAD), is effective.
- Hazmat challenges were a surprise. Information needs to be available and widely distributed to nonprofits, the private sector and anyone working in recovery, on safe practices.
- People are needed who are ready to support and advise individuals on recovery:
 - By indentifying gaps in services and making recommendations about how to fill those gaps.
- Outreach to the private sector is needed now on why private sector participation at the planning and decision-making table is important to recovery.
- Coordination is needed between what nonprofits can do and what is needed.
 - Skills need to be identified and matched to needs.
- Organizing, communications and resources are needed — in that order.
- Flexibility in response is also needed. Nonprofits provide volunteers and need flexibility.
- Actions and responsibilities for groups need to be identified early, so they can get up and running quickly in the wake of a disaster.

PM Session, Group 3

Group 3, Section C (Roles and Responsibilities)

- Private sector and nonprofits must work together (this is mandatory) to:
 - To identify key nonprofit entities, and target specific agencies to begin the collaborative process.
 - Nonprofits need to be on the ground with administrating agencies.
- “Sister cities” or communities are also needed because disaster reduces local capacity.
- The immediate need is to connect nonprofits with local entities to identify and address infrastructure needs.
- An organization chart is needed that identifies nonprofits and agencies and provides visibility to their place with the organizational structure.
- Nonprofits should be a big part of recovery planning from the start of disaster response as well as in the pre-disaster planning stage.
- There should be a constant dialogue between nonprofits, businesses and communities.
- “Command centers” need to be designated.
- The return of the private sector to communities is based on management decisions, not government decisions. Agencies need to understand the key drivers for private enterprise returning to a disaster-impacted area.

PM Session, Group 1

Group 1, Section C (Roles and Responsibilities)

- Central coordination of nonprofits and private efforts is needed to identify recovery needs and resources, and to avoid repetition and duplication of efforts.
- A registry needs to be created of organizations available to assist in a disaster, including nonprofits and faith-based organizations.
- Pre-disaster coordination is essential to recovery success. The State should coordinate, with a seat in the “war room” for nonprofit coordination.



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



- Locally, long-term recovery committees should have representation. Memorandums of Understanding (MOUs) are needed between long-term recovery committees and municipalities.

PM Session Group 2

Group 2, Section C (Roles and Responsibilities)

- Nonprofits must be at the table in disaster planning and preparation.
- Private sector wants to do commerce to take advantage of the profit motive and businesses opportunities disasters provide.
- Nonprofits have access to neighborhoods and local knowledge.
- Viable partnerships need to be established between the nonprofit sector and with government. Faith-based organizations and nonprofits have typically driven recovery.
- Federal grants are needed for nonprofits. Currently there is no funding for basic volunteer needs (shelter and food). *Could this be accomplished through HUD or Commerce?*
- Nonprofits may lack structure for higher growth and demand after a disaster. Support building local capacity, and integrating outside and nonlocal organizations into recovery planning.
- Funding flexibility is needed to support emerging and/or innovative recovery functions.
- Foundations are a critical player in recovery. The Federal government should have better links to foundations. They are also local sources for knowledge and funds.

Morning Session, Round 1, Table 9

- To understand roles and capabilities, communication networks need to include nonprofits and private sector representation.
- Expedited funding is needed to nonprofits during recovery.
 - A funding structure needs to be constructed pre-disaster..
- Private Non Profit (PNP) funding has to go through the Small Business Association (SBA).
 - This process is confusing.
- Existing organizations are already working on the ground with communities.
 - Money should be provided to support these organizations.
- Funding – especially for nonprofits – cannot be reimbursement. Nonprofits do not have the cash flow to support reimbursable funding models.
 - Money needs to be provided upfront.
 - Allows nonprofits to act quicker.
- Regulations and policies for funding should depend on type, size and scope of the disaster.
 - Direct funding should be available to Metropolitan Statistical Areas (MSAs).
- There needs to be a separate category for catastrophic disasters.
 - There needs to be a different method for:
 - Regular disasters.
 - Catastrophic disasters.
 - *But, how do we define catastrophic disaster?*
- It is difficult to move from relief to recovery.
 - Communities are traumatized and not ready to think about recovery.
- There is a need for different kinds of mental health support after catastrophic disaster.
 - Counseling is not enough in this case.



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



- In the initial stages of recovery, it is difficult to get external private sector assistance plugged in locally.
 - Challenges include: Logistics, bureaucracy and/or unusable donations.
- The private sector is limited in assistance it can provide.
 - For example, it can not forgive outstanding bills for utilities.
 - This creates delays in getting some critical infrastructure back up.
- Use proactive grants from FEMA to incentivize local governments in recovery.
 - Local governments then lead the effort to create mechanisms to bring in support from nonprofits and the private sector.
- Businesses and nonprofits repopulated areas as second responders.
 - Need to support rapid return:
 - Through certification.
 - By providing housing reserves (so that those returning can work).
 - Example: Port workers
 - Use tiered certification for businesses and nonprofits.
- Reimbursement time for contractors needs to be reduced.
 - Some are waiting to get reimbursed for years; many do not have the cash flow to wait out lengthy delays in payment.

Morning Session, Round 2, Table 7

- Nonprofits are more integrated now by participating in VOADs.
 - This has helped with response and recovery in recent disasters.
 - But, there is still a need for more integration.
- Funding for the nonprofit sector (and public sector) is important.
 - It allows for a quick response.
- Memoranda of Agreements (MOAs) should already be established and up to date pre-disaster.
 - Agreements should be revised periodically.
 - Contact information should be updated periodically.
- Cities should have “nonprofit citizens corps.”
 - Nonprofits should be trained in *National Incident Management System* (NIMS).
- A lot can be learned from previous disasters.
 - Recovery entities need to be more organized and do more planning.
 - Recovery and clean-up contracts in place pre-disaster.
- Many practices at the Federal level impede recovery.
 - Suggestions:
 - Need more knowledgeable and qualified Federal staff for reconstruction and rebuilding.
 - Need to streamline processes to access recovery resources.
- Money should be transferred directly from the Federal government to the local government so that that private sector can better access it.
- FEMA should improve internal processes to get money to homeowners and builders more quickly.
- State and local processes have improved.
- The Superdome project is an example of successful coordination between entities.
 - This project improved the public’s confidence in these entities.



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



Morning Session, Round 3, Table 8

- Involve nonprofits and the private sector representatives in discussions from planning and through execution.
 - Nonprofits and the private sector need equal representation.
- One state is noted as a *Best Practices* example of involving nonprofit and private sector.
- Web sites with information on work opportunities should be established.
- Local governments should have pre-existing contracts with contractors for recovery efforts.
- Private sector and nonprofits need to be engaged to address post-disaster needs.
 - Emergency Support Function (ESF) #16 which includes nonprofits needs to be added.
 - ESF #16 formalizes their involvement.
- Roles needed to be defined for private sector and nonprofits pre-disaster.
 - Roles and responsibilities need to relate to existing capacities and services.
 - Specific tasks need to be identified that they will be responsible for.
 - Example: Clean the drains on your block.
- Ongoing communication and education is key to successful integration of nonprofits and the private sector in recovery.
 - Specific groups and locations, such as the elderly and libraries need to be targeted.
- Implement the plan needs to be thought out beforehand.
- Nonprofits and the private sector are integrated into recovery:
 - By building capacity and identifying funding pre-disaster.
 - By matching roles with capacities.
 - By involving nonprofits in the plan-making process.

PM Session, Round 1, Table 8

- Nonprofits and the private sector need to work together and within sectors.
- Nonprofits can be tapped for local knowledge and cultural competency.
- VOADs now exist and play an important role.
 - They should be used to collaborate, cooperate and coordinate.
- Work is currently being done on a Business Emergency Operations Center (EOC) in one particular state.
 - Consider using this as a model for other States.
- Sharing information is important to integration.
 - Work out roles and responsibilities in advance.
 - Avoid duplication of efforts.
- Need to integrate external support, assistance and aid, which is a considerable challenge.
 - *What is the best approach?*
- Need a system for tracking and credentialing agencies and volunteers.
 - This requires a large planning effort.

PM Session, Round 2, Table 9

- Nonprofits and the public sector are currently more integrated than in the past, but there are still operational differences between government and particularly nonprofits that are a challenge.



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



- Layers of bureaucracy create an obstacle.
 - One (1) year is too long for processing, so the mechanism becomes ineffective.
- There is a need for simple processes, such as preapproved practices and procedures.
- Nonprofits bring community trust.
 - This allows them to start working with individuals quickly.
 - Government should support and reach out and use existing skills and expertise available within nonprofits.
 - Paperwork required of nonprofits needs to be reduced, allowing more time service provision.
- Ensure that nonprofits are educated on recovery processes pre-disaster.
 - Have contracts in place.
 - Make sure nonprofits understand recovery and program requirements.
- Provide technical support to nonprofits that are in compliance.
- Streamline processes.
 - Identify which processes can be waived in a disaster ahead of time.
- Tap into private sector/nonprofit expertise and experience in the delivery of services.
 - They can be quick. For example, loan programs by the private sector may be put in place faster than a comparable program from the Federal side..
 - Identify their roles.
- In recovery planning:
 - Identify how to better integrate foundation funds.
 - Identify how to better use existing distribution channels, for example, integrating existing relationships between the Small Business Association (SBA) and banks.
- Tap into potential volunteers:
 - Connect nonprofits with private sector.
 - Create partnerships.
 - Develop a single clearinghouse information.

PM Session, Round 3, Table 7

- Nonprofits and the private sector can be better integrated:
 - By recognizing the services and the value of those services that the nonprofit sector provides.
 - Eliminating the double standard that makes it more difficult for nonprofits to get contract than it is for the private sector.
 - By creating registries for nonprofits.
 - By getting funds to nonprofits quickly:
 - Nonprofits are unable to “front” money for months.
 - More groups could help if money was provided upfront.
 - By including nonprofits and private sector in the planning process:
 - Roles need to be clarified through this process.
 - Contracts need to be created with specific responsibilities and roles.
 - By providing money as part of Emergency Operations Plan (EOP).
 - By increasing planning to avoid gaps in service.
 - By periodically undergoing review of plans.
 - Local stakeholders and citizens should help with planning.
 - The lines of communication should be clearly identified in the plan.



FEMA

STRENGTHENING DISASTER RECOVERY FOR THE NATION



- By emphasizing education.
- By using new tools for communication, such as Twitter and text messages.
- By establishing a universal source for communication.
- By supporting partnerships and collaboration among nonprofits and the private sector:
 - Building relationships and dialogue.
 - Benefits of integration are economies of scale.
 - For example, business loans.
 - Oversight and leadership could be provided by local governments.
 - *Should State have a role in oversight?*
 - Maybe by providing an operational template.
- Nonprofits played a critical role in recovery from recent disasters, but the perception is poor.
- Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP) had been successful at "opening up the table" in disaster planning.

Group IX

- Nonprofits and the private sector can be better integrated:
 - By including the private sector in disaster response and recovery.
 - By having VOAD representation in emergency operation centers (EOCs) groups to adequately respond with volunteers.
 - By doing prep work now (pre-planning) in regards to identifying available capacity and establishing relationships, to "get in front" of recovery.
 - By having nonprofits participating in pre-disaster planning and exercises.
 - By linking nonprofits into local plans to understand where or how to help.
 - By coordinating planning and having a master plan for recovery that leads to coordinated action across all levels of government and sectors.
 - By helping national offices to understand how to help local organizations; some may not have pre-existing relationships.
 - VOAD does this but it is difficult; communication can be improved.
- Nonprofits and private sectors need to look at competencies:
 - So competencies can be aligned with the work that needs to be done.
 - VOAD should be clearinghouse for this information.
- Coordinated message needs to be delivered, for example, from faith-based community.

Group X

- Nonprofits and the private sector have to be part of recovery planning.
- Those in the private sector need to be trained to fill gaps and to know how to help before volunteers arrive.
 - They need a pre-trained NGO staff for assistance.
- Relationships need to be established between nonprofits so they are pre-existing before disaster. Relationships need to identify:
 - *Who can be relied on and in what capacity?*
- Accountability standards need to be in place for nonprofits and the private sector.
- Nonprofits need to be coordinated through a local nonprofit point person or organization.



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Group XI

- Large and small nonprofits need to participate in VOAD.
 - Small nonprofits do not know about VOAD and vice versa.
- There is a disconnect between large nonprofits receiving funding and connecting to small, local nonprofits.
 - FEMA needs to take the leadership role to facilitate connections.
 - In the recovery phase, nonprofits do not coordinate with they State; instead they are working in “silos” on individual projects. State coordination is needed.
- State takes lead on understanding nonprofit capacity and how they can be used.
- Coordination needs to be from a one-stop point person for community organizations, which will help to disburse funds.
- Tabletop exercises are needed during pre-planning for recovery-run scenarios in disaster-prone areas.
- Private sector members often sit on nonprofit boards.
- Private sector provides logistical support.
- In recovery, the public has an opportunity to coordinate with different sectors and learn from them:
 - Such as learning sustainable practices (which are cost effective).

Additional Comments

- Recognize that nonprofits exist, perform important services, and do it well.
- Eliminate double standards: For-profit companies get large payments; NGOs are allowed not more than five (5) percent of administrative costs.
- Recognize dollars need to get to nonprofits quickly.
- Give nonprofits contracts to do work.
 - Using and partnering with nonprofits needs to be part of the State’s emergency operations plan.
- Need to avoid duplication of efforts, because no one stopped to ask what was needed.
- Need to have perpetual awareness and assessment of what the needs are.
- Fact-based and evidence-based decision-making is needed.
- Communication and education are fundamental to success and need to be used and improved.
 - Twitter and text messages are important new media for recovery.
- A recovery plan is needed to ensure everyone is working together to address the same problems. .
- GOHSEP is working with two institutions to broaden “who’s at the table” for disaster management.

Additional Comments

- Involving them in recovery planning, nonprofits and the private sector will be more acceptable to those working in the response and recovery phases.
- Their specific role needs to be indentified and included in the recovery process:
 - They provide services.
 - Are part of the team .



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- Formal partnerships are needed to work across program areas and to facilitate working at each level of authority.
 - They can leverage their ability to work across jurisdictional lines.
 - They work with NVOADs.
- A business integration best practice is to work with microenterprises to get them working in disaster recovery.



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RR Q3 (Original Q9) How can Federal, State, and local disaster planning and recovery processes and programs be best coordinated?

- Coordination can be facilitated by making use of present databases and infrastructure and improving upon them
- Communication and timelines are needed across all levels of authority and program areas to facilitate coordination.
- Information is not always easily shared. Greater abilities and capabilities are needed to share.
 - The Federal government needs to share more frequently.
- A one-stop shop needs to be developed to access services and maintain presence throughout recovery.
 - It needs include information, resources and counseling opportunities.

AM Session, Group 1

Group 1, Section C (Roles and Responsibilities)

- We need to work as a team. No “silos” or agency power struggles.
- Work needs to progress through true partnerships, shared responsibilities and transparent decision-making. No hidden agendas.

PM Session, Group 3

Group 3, Section C (Roles and Responsibilities)

- Coordination occurs in part when command centers are established and organizational charts are developed.
- Recovery planning has been absent prior to now due to *Stafford Act* limitations.
- *National Response Plan* must establish standards for recovery planning and include recovery planning as part of SOPs.
 - Recovery should go beyond predetermined niches and include approaching unforeseen problems.
- There is a need for Federal, State and local SOPs to provide clear guidance about “who” and “where.”
- Individual agencies do this kind of planning and those planning efforts should be coordinated and clearly defined with an overall plan, so everyone is reading from the same line.
- By improving communications with nonprofits, information “hubs” can be created and team members identified to support recovery implementation.
- A coordinated IT infrastructure for recovery is needed so that duplicative information is not needed (or asked) from applicants. Agencies should be able to share. Guidance on how to handle privacy issues need to be developed now to avoid issues with data sharing in the future.

PM Session Group 2

Group 2, Section C (Roles and Responsibilities)

- Clearly stated goals and areas of responsibility are needed for both basic and complex issues.



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- Who has the final say needs to be identified and how to expedite actions needs to be articulated.
- Necessary recovery needs must be identified in the planning stage (pre-disaster) and need to be communicated.

Morning Session, Round 2, Table 7

- Everyone needs to know their own roles and others' roles pre-disaster.
- Citizens' roles need to be identified (including nonprofits and faith-based groups) and their relationship to Federal, State and local governments.
- Participants would like FEMA to have more main offices.
- FEMA should retain (reducing turnover) staff to ensure consistency in dealing with the public.
 - Need a six (6)-month to one (10) year commitment.
 - Need to hire local people because they know local communities.
 - This also builds the local economy and reduces turnover.
- Technical expertise is needed within these entities to understand how to coordinate.
- More management, oversight and accountability are needed.
 - Federal government should provide support to State and local governments.
 - Example of this support is shown in the 9/11 Commission.

Morning Session, Round 3, Table 8

- Coordination is facilitated:
 - By understanding roles ahead of time.
 - By requiring commitment from all entities involved.
 - By disregarding official titles and adapting to roles and structures as they relate to needs identified in the recovery plan.
 - By understanding programs and roles to avoid duplication.
 - By reviewing current policies and rules and updating where needed.
 - These policies may create obstacles.
 - Need to update to address catastrophic events.
 - By identifying who is in charge.
 - Consider agencies' expertise and involve them where appropriate.
 - Involve HUD more.
 - By focusing on education, particularly for Congress and the media.
 - By making needed legislative changes.
- Some agencies are more prepared for response.
 - Others need to improve recovery coordination.
 - The framework is there from existing *NRF*.
 - All need a recovery plan and clear roles identified.

PM Session, Round 1, Table 8

- Coordination is facilitated with advance planning by State and local governments.
 - This should be coordinated with the Federal government.
 - This should include exercising.
- States should consider adopting FEMA models.
 - FEMA should provide planning funding for State and local governments.
- Most effective groups in recent disasters had specific responsibilities.



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



- Identify clear roles up front (good for both urban and rural communities).
- Move first response role to local authorities and State government so that FEMA can focus on its charge.
- Examine historical response and funding allocations to help guide future allocation of responsibilities and funding.
- Tap into nonprofits.
- Need seamless transition from “response” to “recovery” to “back to normal.”
 - Consider how to define these phases
 - Definition has important implications for coordination/roles

PM Session, Round 2, Table 9

- Coordination is facilitated:
 - By giving more decision-making power to the local government.
 - Currently, process takes too long and decisions are deferred.
 - Need guidelines.
 - By determining who is responsible and when.
 - *When does recovery begin?*
 - *When does FEMA leave?* Need for clarity on this issue.
 - Consider relationship of responsibilities to the *Stafford Act*.
 - By identifying what worked and what didn't in previous disaster recovery efforts.
 - By defining roles and the relationship between Federal and State entities.

PM Session, Round 3, Table 7

- Coordination is facilitated by:
 - Sitting down and creating a plan:
 - Identify who needs to participate.
 - More planning is needed.
 - Planning should be an ongoing process with periodic review.
 - By including more local representation in planning.
 - Creation of a central organization because there are so many efforts right now.
 - Central organization needs to get everyone to the table.
 - Provides centralized source of information.
 - Consider identifying a centralized entity at each level of government – local, State and Federal.
 - By defining roles and responsibilities, as well as transfer of responsibility, post-response.
 - By identifying who is accountable for recovery.
 - There is currently a disconnect in post-response efforts.
 - By learning from previous recovery efforts to set-up a process for coordination between agencies at all levels of authority and involvement.
 - Conflicts need to be resolved pre-disaster so that recovery efforts can be best coordinated.
 - By involving educational institutions in recovery planning.
 - By tapping into available resources at local law schools.



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Group XII

- Coordination is facilitated by having all facets of recovery going through local governments.
 - Creating a special office for recovery that will develop and manage a recovery master plan.
 - Bringing in a recovery “czar” to help local authorities and communities implement a plan for recovery.
 - *What is recovery going to look like for the community?*
- Communication and trust are key between all facets and organizations for recovery.
- Building trust begins in the pre-planning phase and continues through recovery.
- Successful communications strategies implemented during the H1N1 outbreak and Katrina can serve as models for other efforts.
- Creation of new or reinterpretation of existing legislation (such as the *Stafford Act*) needs to be done to allow for rebuilding to better than preexisting conditions.
- Bringing in experience and knowledge from other disasters to advise at all stages of recovery can help achieve coordination goals.

Group XIII

- Regional planning processes should be the model for disaster recovery planning.
 - Regional exercises (GOHSEP and FEMA) work well and could be replicated.
 - A plan for recovery is needed at the local level for community but Federal doctrine is also needed.
 - Opportunity for new Digital Flood Insurance Rate Maps (DFIRMs) to plan.

Additional Comments

- Identify the people who need to be doing the planning and get them around the table.
- GOHSEP is doing a recovery plan with all State agencies.
- Need a sustainable effort.
- Need a central effort that brings together people on an ongoing basis.
 - Bring local efforts to the State efforts to the national/Federal efforts.
- Community development folks need to step in help.
- There is a disconnect regarding who’s responsible for recovery and how to connect to the right people once the “emergency” is over.
- There will be conflicts. There needs to be conflict resolution mechanisms in place from the beginning.
- Local priorities have primacy.

Additional Comments

- Everyone needs to work as a team and not be “siloeed.”
- Power struggles cannot be allowed and politics cannot get in the way.
- True partnerships are needed and so are shared responsibilities.
- Agendas, decision making and activities must be transparent.



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STRENGTHENING DISASTER RECOVERY FOR THE NATION



RR Q4 (Original Q11) What are the greatest capacity challenges that local and State governments face in disaster recovery and what are the best practices for increasing that capacity?

- Disasters, especially catastrophic disasters may result in the evacuation of entire segments of the population base. When that occurs:
 - How is manpower located??
 - Local, State and Federal question: *Where is manpower coming from?*
 - *How is manpower found when they themselves are part of disaster?*
 - *How are resources defined?* By identifying different types of resources.
- Increasing capacity can come from building relationships with other States and aligning with their goals and deliverables in recovery to provide mutual aid.
 - Determine the impact of potential disasters on other States and localities and determine their capacity to respond and recovery. Identify reciprocating resources.
- Communication is key across all levels.
- Re-examine information collection systems (databases).
 - *How can we improve knowing what resources are available?*
 - Critical needs and resource assessments need to be completed.
- Grassroots organizations need capacity and resources to “talk up” to higher levels of government.
- Use local connections and pre-existing communications networks to deliver key messaging.
- Be proactive.
- Utilize a master database. State to identify roles.
- Share information at all levels.
- One-stop shop needs to be developed for people to access services and maintain presence throughout recovery.

Group XIV

- Planning levels are not integrated. Local authorities need to identify capacity needs and develop capacity at all levels. Efforts must be coordinated.
- Recovery partners, stakeholders and those who are likely to provide recovery assistance need to meet before disaster strikes to identify roles and responsibilities and POC protocols.
 - *Who to call when disaster strikes?*
- Community plans are the basis for regional plans, which underscore the Federal plan.
- Training and exercising for recovery are key.
- A standing recovery committee needs to be created at the local level.
 - Use VOAD as a start, then get State and local governments involved in recovery (mirroring the coordination framework that exists for response).
- Create incentives in addition to mandates to encourage recovery planning. Communities are required to have mitigation plans to qualify for post-disaster mitigation assistance. Similarly, communities need recovery planning.
 - For example, having recovery plans could be a qualifier for receiving recovery assistance.
 - Or having flood insurance could be a qualifier for receiving recovery assistance.
- Planning for disaster recovery is worth the effort and resources (for everyday “small” disasters as well as catastrophic disasters).



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- A benefit to recovery planning is organizing nonprofits to work together and sharing resources.
- National recovery resources, donations and “gifts” can be channeled through local philanthropic organizations. Local philanthropies need to be part of planning process.
- Capacity challenges include:
 - Having sufficient money to put towards recoveries.
 - Need for planning tools.
 - Communities and States know they need planning. They need help doing it.
 - Recovery experience and expertise (knowledge):
 - What resources exist?
 - Push for academic institutions to get involved, advise and have experts at the local level to assist with recovery training.
 - Formal programs are needed. Research is needed from the academic community. Involvement needs to begin before disaster strikes.
 - Emergency management programs can then tap into these resources.
 - Know where to go for information.
- Manpower issues;
 - Plan recovery to address a potential lack of available manpower., which can be especially critical in small communities. Implement plans.
 - Recognize lack of capacity at the local level.
- Bring in Emergency Management Assistance Compact (EMAC) experts from other communities. Bring in those who have experienced disasters to provide additional capacity to the recovery process.
- Create emergency management curriculums that include an emphasis on recovery. Integrate emergency management courses into recovery planning.
- Leverage public/private contracts. Recovery leaderships needs to know options exists for contracting to help address manpower and other capacity shortfalls and to fill gaps.
 - Contracting should be a part of pre-planning and contracts should be in place pre-disaster.
 - Recovery leadership should build networks of resources and establish relationships before a disaster.

AM Session, Group 1

Group 1, Section C (Roles and Responsibilities)

- Ability to succeed and get things done depends on financial, material and personnel resources. Limited financial and personnel resources have been the biggest challenges to recovery; there is a lack of capacity with regard to recovery expertise and skills necessary for planning and achieving successful recoveries.
- Recovery represents a major shift in activity for many agencies. Local governments do not have the experience to manage this shift.
- Planning is needed: Planning should:
 - Identify what new roles are needed.
 - Who will fill those roles.
 - What the roadmap and plan look like to go forward.
 - Response is volunteer-based. When transitioning from response to recovery, it comes with expenditures for planners, engineers, organizers, etc. There is not a



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static talent base. It is either: Buy it, grow it or sustain it as excess capacity during peacetime.

- Recovery includes new funding sources and new needs and there is not a static and fully developed talent base. The job of recovery is to make recovery jobs obsolete – it is not a job creation mission.

PM Session, Group 3

Group 3, Section C (Roles and Responsibilities)

- Capacity challenges are exacerbated when populations disperse in a disaster, and key personnel are unavailable.
 - For instance, building inspectors, real estate specialists, property managers and administrators are needed for recovery and may not be available, or may not be enough to meet need.
 - The absence of personnel prevents key decisions regarding recovery.
- There is a lack of capacity for housing and social services. Agencies need to identify a next-best solution, which are not trailers. Sister cities might be able to participate – use the market.
- Bringing in materials and volunteers is a capacity challenge – there is no place to house volunteers. This is a particular problem in rural parishes/areas.
- Housing is also a workforce challenge. Need to identify places to house workers during recovery phases (another area of possible cooperation with sister communities).
- Higher education response to Katrina might be a *Best Practices* model in identifying resources; placing students at other academic institutions across the country for interim work until local colleges and universities were back on line; and the use of tuition transfers to maintain financial viability.
- Medical capacity to meet immediate needs is a problem.
- Mental health counseling is needed during recovery. It needs to extend to entire households, as well as volunteers, and leaders.
- Expect excess service demands in nearby locations as well, not just the disaster site.
- Identify core areas that are likely to need assistance; plan, prepare and communicate.
- Funding instruments are needed to ensure payment for nonprofits.
- Identify non-coastal cities and infrastructure that can support response.

PM Session, Group 1

Group 1, Section C (Roles and Responsibilities)

- Housing stock is always a challenge after a disaster; a lack can be region wide.
- Lack of resources for referral is also a challenge. Linkages to outside resources in other areas need to be established pre-disaster.
 - Communicate about available resources, including those within surrounding areas.
 - Think ahead of time to do this earlier, and start resources moving consistently.

PM Session Group 2

Group 2, Section C (Roles and Responsibilities)

- Manpower is a challenge post-disaster. Agencies must hire consultants so staff can continue to perform their regular jobs (public assistance program, red tape).
- The people needed are not available on the ground. Money and/or personnel are needed to help.



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- Housing (recovery) and shelter (response) are capacity challenges.
 - Housing needs to be provided in-state, on available lands and in local facilities (perhaps using military bases).
- Clearly identified agency roles is needed to make best use of capacity.

Morning Session, Round 2, Table 7

- State and local governments have both day-to-day responsibilities and the added responsibility of managing recovery when a disaster strikes.
 - They need more support.
- Agreements are needed that cover responsibilities and roles in place.
- There is a need for a “recovery czar” to organize, manage and oversee recovery.
 - Or an advocate for each community.
 - Recovery leaderships should consider a grid model to assess damage (and to avoid competition for funds.)
- Politics and political parties should not influence recovery.

Morning Session, Round 3, Table 8

- Departmental resources and staff are already taxed pre-disaster, which makes response/recovery efforts difficult.
 - For example: Code Enforcement is understaffed, limiting rebuilding progress because people can not get approvals/permits.
- There is a lack of trained staff to deal with recovery.
- Participants would like FEMA to:
 - Educate local and State governments regarding available funding.
 - Provide additional staff for local and State governments to handle disaster-related demands.
- Participants would like FEMA staff to coordinate with other government entities to create efficiencies.
 - Communication is key.
- There is a need for increased funding to support more State and local staffing pre-disaster to work on recovery planning.
- There is a need to integrate the local population into recovery jobs.
- There should be a requirement for a Local Long Term Recovery Plan. It should be a requirement that it is:
 - Consistent with State recovery goals and planning.
 - Coordinated with Federal efforts.

PM Session, Round 1, Table 8

- There is a need for more funding.
- There is a lack of (and need for) preparedness to decrease the amount of money required for recovery.
- Disasters vary in scope.
 - Use a basic plan that can adjust to scope of disaster.
- Increase capacity by shifting preparedness money to disaster-prone areas.
 - Identify these areas through review of historical data.
- Increase capacity by spending more money on mitigation.



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- This saves money on response and recovery.
- Increase capacity by capitalizing on pre-disaster Capital Improvement Plans (CIPs) to expedite recovery.
 - Increase funding for urban planning and CIPs.
- Increase capacity by having a plan before the disaster to guide the use of funds.
 - Make these decisions in advance.
- Increase capacity by identifying adjustments and mitigation, to plans that minimize impacts.
 - Example: A raised highway has different implications than at-grade highway during flooding.
- Increase capacity by identifying threats in advance.

PM Session, Round 2, Table 9

- Suggestions for increasing capacity in training:
 - Training curriculums need to focus on the importance of understanding government processes in order to act quickly.
 - Training needs to occur pre-disaster.
 - Training needs to be coordinated among all entities and agencies.
- Social service agencies were fractured pre-disaster, which makes it difficult to respond to needs post-disaster.
- Increase capacity by building the capacity of long-term recovery committees:
 - They know the communities.
- Increase capacity by expediting contracting needs during a disaster.
- There is a critical need for upfront funding models, not reimbursement models.

PM Session, Round 3, Table 7

- Cash flow problems are capacity challenges:
 - Many entities do not have cash reserves to support efforts upfront.
 - Reimbursement is a problem because sometimes it takes two (2) years or more.
 - A revolving line of credit needs to be established for local governments/nonprofits immediately with clear rules and regulations.
 - Think of it as a “disaster bank account.”
 - Consider any strings attached to the funds and clearly convey any associated liability.
- Increase capacity by reviewing standards for insurance and mortgage companies to improve practices.
- People need to understand how money is returned to FEMA.
- Increase capacity by providing training for FEMA funds reporting requirements.
- Need more flexibility in restructuring community during recovery. For example, if a community thinks it makes more sense to build two (2) smaller community centers post-disaster rather than rebuild one (1) large community center, recovery-funding processes should support that vision.

Group XV

- Capacity is a challenge.
- We are ill-prepared for man-made disasters.
- Federal government needs to respond before getting the call to respond in a major disaster.



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- Federal transportation plan is needed for Federal government to go where they are needed.
- There needs to be a Federal sheltering plan.

Group XVI

- Increase capacity by having pre-need contracts in place with different vendors.
 - Procurement should be based on model requirements to establish RFPs
 - Pre-positioned contracts could include: PA contractors, CDBG, garbage collection contractors to help with disaster-created refuse, etc.
 - Could activate contracts on task orders.
 - Pre-positioned contract increase recovery leaderships ability to react quickly.
 - Local recovery authorities have to understand problem/disaster to know who to call on demand.
- Staff of State and local governments do not have technical knowledge regarding delivery of disaster recovery resources:
 - Where FEMA currently does a good job.
 - Consistent, dependable staffing is needed for the long-term.

Additional Comments

- Money and cash flow are serious recovery challenges, impeding all recovery efforts.
 - Revolving credit, nonprofit resources, disaster bank accounts and lines of credit may all be possible solutions.

Additional Comments

- Capacity is the ability to get something done: Personnel, materials and more are required to perform.
- Financial capacity and personnel capacity are the two (2) biggest hindrances in the recovery process.
- Increases are needed to current and limited resources to get the job done.
- Need skilled people to do the task.
- City government is structured to do one (1) thing, and then is required to accelerate and amplify its workload to do new disaster recovery aspects.
 - If skills or manpower are not available internally, local governments have to hire or contract out for it.
 - Safety and permits people, and other types of offices, have an increased post-disaster workload. "Meshing" skills of contract planners with the existing work force is also a challenge.
 - There is a major shift in the type of activities that people are being asked to execute.
 - They may have the knowledge, but not the experience.
 - Disaster-specific roles and responsibilities must be known and universally understood.
 - The first step in recovery is to make a roadmap, define roles and responsibilities and create a plan.



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RR Q5 (Original Q13): What unmet needs are common to most disasters that do not seem to be adequately addressed under the current systems and programs?

- There are not a lot of programs or financial assistance for renters.
- Lacking local role. Local authorities do not have resources or staffing too support large disasters.
- The current recovery funding system only allows rebuilding to pre-storm condition.
 - Do not have local revenues to cover gaps to improve infrastructure to best state.
 - Opportunities to invest in housing stock/infrastructure are limited.
 - Financing mechanisms are needed to encourage investment in rebuilding housing stock and gap funding is needed as well as coordination of different Federal resources.
 - Federal government is not getting its money's worth or best value if community is repaired to "old" (pre-existing) state.
 - Federal Coordinating Officer (FCO) is too focused on one (1) revenue stream. Other funding sources and expertise need to be identified.

Group Not Identified

- Comprehensive recovery plans are needed.
 - Pre- and post-disaster.
- Teach communities, municipalities how to recover.
- Volunteers not a long-term source of manpower – difficult to sustain operations with them.
 - (e.g. Americorps volunteers gone after 11 months).
- Federal funding is needed to support the planning process.
- Greater outreach and better integration is needed with nonprofits.
- Recovery leadership and stakeholders need to know local recovery capacity and resource requirements.
 - Focus on building local capacity so vacuum is not left after volunteers leave.
- Long-term (affordable) housing is needed. (Start building now.)
- Rebuilding to pre-existing conditions is not acceptable.
 - Need to find ways to fund gaps.
 - Need to revisit codes and standards.
 - Consider incentivize governments to adopt codes to be eligible for CDBG funding.
- Flexibility is needed in disaster recovery programs.
 - In funding.
 - In rules.
- There are gaps to fill for needed individual assistance beyond Federal programs.

AM Session, Group 1

Group 1, Section C (Roles and Responsibilities)

- The most marginalized populations are still the last and least served in recovery. Local direction is needed to meet these needs.
- In many cases, needs are identified, but the volume of response is not adequate.
- The availability of temporary housing to meet long-term recovery needs is a problem.



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- Disruption of work and jobs is a real problem – financial support is required.
- No timeline has really been identified.
 - For example, *How long are people “displaced?”*
 - There needs to be support for a right-to-return.
 - United Nations models from international work might be appropriate for this.
- Money to plan for recovery is needed. Recovery planning often means seeking private funding. It is crucial, cost effective and needs to be Federally funded.
- Individuals need to be given responsibility; we need to define what can be done for individuals.
 - *Can we support individual initiative (for instance, new businesses) with funding matching?*
 - The full range of tools is not being used.
 - Individual funding may need to be accompanied by some sort of mandate for those individuals.
- Local help for evacuation is an unmet need.
 - For Gustav, resources were available to get people out, but there was no follow-up plan to get them back.

AM Session, Group 2

Group 2, Section C (Roles and Responsibilities)

- There is no planning for physical infrastructure for volunteers.
- FEMA funds individuals, not organizations.

PM Session, Group 3

Group 3, Section C (Roles and Responsibilities)

- The needs for disabled residents are unmet.
- Residents are vulnerable – need to identify what is help, and what isn't.
- Language and communication are challenges for non-English speakers.

Key Points:

- Coordination is needed between agencies – State, local, and Federal.
- Identify sister entities for emergency services and housing.
- Create SOPs and national recovery plan.
 - Private sector and nonprofits should have institutional roles.
- Integrate private economic drivers into planning for recovery.

PM Session, Group 1

Group 1, Section C (Roles and Responsibilities)

- CDBG funding is difficult to spend. There should be a standard, defined process for funding, and it should be simplified.
- A standard process for FEMA individual assistance is also needed.
- Process does not consider the length and complexity of recovery. Challenges during recovery may not all be directly related to the disaster, but can still stop progress.
- Many people got SBA loans rather than FEMA aid, and it is basically a second mortgage. Those people cannot meet the payments.



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- Local match may not be possible in emergencies. Plan for this.
- Theory is that funding is a reimbursement, but it is needed before construction starts. There is a lack of up-front resources after a disaster. Reimbursement models do not address the need for immediate cash.
- Anticipate need and set up structures, with different categories of disaster.
- A tracking system is needed for filing paperwork – files are frequently lost.

PM Session Group 2

Group 2, Section C (Roles and Responsibilities)

- Renters are off the radar. Their needs are not considered or addressed.
- There has been no knowledge of or communication with the self-evacuated.
- Consider a possible tax credit for the self-evacuated to help them with the financial burden of evacuation that governments pick up for others who evacuate.
- Local governments have needs too.
 - For example, there is typically a period of no revenue collection following a disaster.
- There is a need for clarity of roles and responsibilities.
- A gap exists with insurance and funding that hinders adequate funding to rebuild.
- There is an SBA funding gap.

Morning Session, Round 1, Table 9

- There are gaps in addressing health and mental health needs.
- There should be two (2) sets of rules, size and scope of disaster-based, to address unmet needs:
 - 1. Catastrophic disasters need one (1) set of rules.
 - 2. Non-catastrophic disasters need another.
- Financing for recovery is a challenge:
 - For example: One city lost tax base and subsequently did not have money for recovery.
 - A reimbursement program is not helpful if entities do not have money to spend upfront.
 - Put in place a protocol for additional funding mechanisms beyond reimbursement models during planning efforts.
- A clear definition is needed on what constitutes an “upgrade” when rebuilding.
- There is a lack of experts on recovery – more are needed to assist with recovery efforts.
- Existing regulations create barriers and contribute to unmet needs:
 - *Stafford Act*, for example.
- Staff turnover contributes to unmet needs.
 - If staff person leaves after three (3) months, some cases/issues end up falling through the cracks.
- Need for more communication, education and planning.

Morning Session, Round 2, Table 7

- Systematic assistance for vulnerable populations (disabled, elderly) needs to be addressed.
 - Housing assistance.
 - Long-term case management.
 - By nonprofits.



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- Mental illness resulting from disaster is not adequately addressed.
 - Include support/counseling for individuals in pre-disaster planning initiatives.
- There is a need for small business support.
 - Need to rehabilitate buildings and house workers.
 - Need to have a program like “Road Home” for small businesses.
- A small-business consortium can assist with recovery.
- Businesses need pre-disaster preparedness for recovery actions.
- The Small Business Association (SBA) should partner with chambers of commerce.
- Better coordination is needed between responsible entities that address unmet needs.

Morning Session, Round 3, Table 8

- There is a need for affordable housing pre-disaster.
 - Affordable housing was destroyed during past disasters.
 - Existing affordable housing was substandard.
 - Need to replace affordable housing post-disaster.
- The family needs of response/recovery officials and workers needs to be considered in disaster recovery planning.
- Funding needs to be integrated rather than “stove piped.”

PM Session, Round 1, Table 8

- Some populations are overlooked in planning.
- Mobile home populations lack funding and insurance.
- Consider rural populations in planning.
- Think about housing.
 - Vulnerable populations include elderly and disabled.
 - Homeowners need repair and/or mortgage assistance.
 - Renters need some form of aid – there is currently no form.
- Unmet needs depend on scope of disaster.
- Need for education about the recovery process.
- Need for *Comprehensive Service Delivery Plans*.
- Consider effects on chronically homeless.
- Mental health conditions are exacerbated by disaster.

PM Session, Round 2, Table 9

- Directing funds to assist individuals in advance, rather than through reimbursement.
- Increased need for affordable housing post-disaster.
 - Need ability to control rental rates; rates did not respond and decrease when housing started to come back.
- Economy of the community changes during a disaster.
 - Recovery needs to respond to these changes.
- Funding is currently running out for housing support in one particular city.
 - This will result in increased homelessness.

PM Session, Round 3, Table 7

- Some disaster-stricken communities have been ineligible for funding because of an existing numerical threshold that needs to be met to qualify for assistance.



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- Consider a percentage threshold instead.
- Individuals fall through the cracks:
 - Some are victims of fraud.
 - Some people do not have resources to negotiate complicated recovery assistance systems.
 - Renters are not helped through existing disaster assistance programs.
- Need to have advocates for impacted populations.

Group Not Identified

- Insufficient healthcare in the recovery phase is an unmet.
 - Insurance does not always cover needs.
- Cooperation is needed across local jurisdictions.
- Long-term environmental restoration needs to be addressed.
- Temporary housing is needed (response to, public housing, apartments).
- Quality of schools and education post-disaster needs to be considered.
- Inability of people to access recovery information is a challenge.
- Ongoing assistance for elderly and disabled and non-English speakers is a challenge.
- Assistance for small businesses is needed.
- All modes of transportation are still struggling in recovery.
 - Programs exist, but are not adequate.
- Restoration of utilities is a challenge.
 - For example, It took two (2) to three (3) years to restore water to the Lower 9th Ward.
- Immediate needs are also not dealt with enough in recovery.
- Criminal justice system still struggles:
 - Not returning to pre-existing conditions.
 - Not enough personnel.
 - Not enough funding.
- Revamp of the disaster assistance system is needed for States and municipalities to cut through the red tape to access funds.
- Well into recovery, the availability of local vetted contractors continues to be a challenge in one particular city.
- The availability of sufficient numbers of trained workers continues to be a challenge.
- Assistance is needed to State licensing board of local contractors.

Group Not Identified

- Insurance is a serious gap for States and individual families. Some cannot afford deductibles.
- Mental health support during recovery is an unmet need.

Additional Comments

- Need standards for insurance and mortgage companies.
- Need more training on FEMA funds and eligibility requirements.

Additional Comments

- The most marginalized people continue to be the last served and least served.



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- The way Federal guidelines are designed, it is not easy to serve the traditionally underserved. People are in extraordinary crisis after a disaster. Our poorest neighbors need to be lifted up and connected to recovery decision making.
- Availability of temporary housing is a critical need to meet long-term needs.
- Financial support for people who are not allowed back into town is needed.
- America needs to answer the question about the right to return.
 - Humane right to return needs to be built in as a part of the overall recovery process.
 - Look at United Nations models for the United States.
 - Economic models show it might be more cost effective.
- *Where do local governing authorities, regional planning groups and States get money for recovery planning?*
 - Federal government should pay for recovery planning.
- Individuals need to put “skin in the game.” *Where is the individual responsible for their recovery? “We have” done everything we can.*
 - *Have we done everything we can?*
 - *And what did we really do?*
- *How do we make sure that people are not free riders, taking advantage of the assistance coming in?*
- Financial vulnerability is a challenge and personal responsibility is a gap. What if recovery is predicated on: *“If you are willing to help me, I can put away \$20 each month, and someone matches, then if a disaster comes, I can use the accumulated money to help cushion the blow.”*
 - Need to hear from individuals about how much they are willing to be responsible.



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RR Q6 (Original Q16): What else would you like us to know?

AM Session Group 2

- Out-of-budget needs and intervention is a challenge. Nonprofits typically have limited resources and lean budgets that are stressed beyond capacity when a disaster strikes and they are needed to respond and assist with recovery. Agencies need to be able to take action first. To do that they have to have access to financial assistance themselves. Perhaps MOUs can be pre-positioned that provides Federal funding to support their role in disaster recovery.

Key Points:

- Use and share lessons learned and best practices.
- Pull in nonprofits and the private sector early – during pre-planning.
- Continued coordination by all (local, State and Federal authorities; nonprofits; private sector) to seek gaps and identify resources to fill those gaps.

PM Session Group 2

Group 2, Section C (Roles and Responsibilities)

- Accountability – we have had problems with reversal of decisions and lack of resolution. Agencies should have responsibility to stay in the lead until a task is complete and completion should occur in a timely manner.
- There must be a single point of contact, and continuity of staffing in recovery assistance programs. Shifting caseworkers means lost progress. FEMA or an assisting agency should require that tasks be completed within a “reasonable” timeframe and define what that is.
- Services should be delivered to achieve parity.
 - For example, the current system is property based, not individual based.
- There needs to be recourse for problems identified after rebuilding. The building materials issue of using Chinese drywall in one city’s reconstruction is a good example.
 - Mitigation steps needed to address this issue needs to be clearly identified and defined.